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ABSTRACT

This guide is designed to provide information, advice, and programming strategies that historically black colleges and universities (HBCUs) might use to enhance the involvement of their continuing education programs with community economic development. It includes a review of the literature on successful higher education-economic development initiatives, and highlights promising practices and innovative program elements that were found through a survey of nine HBCUs, including Tennessee State University, Fayetteville State University (North Carolina), Florida A & M University, Spelman College (Georgia), South Carolina State University, the University of the District of Columbia, Delaware State University, Hampton University (Virginia), and Texas Southern University. The guide offers a model for developing continuing education programs that contribute to community economic development, and addresses the implications of the model for each of the stakeholder groups that is likely to be involved with the implementation. Two appendixes provide National Center for Education Statistics data on HBCUs and institutional selection criteria for the study. (Contains 35 references.) (MDM)

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On the Road to Economic Development

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A Guide for

Continuing Education Programs at Historically Black Colleges and Universities

HE 030 095

U.S. Department of Education

Office of Educational Research and Improvement

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On the Road to Economic Development

A Guide for

Continuing Education Programs at Historically Black Colleges and Universities

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Sponsored by the U.S. Department of Education
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December 1996

Foreword

One objective of the National Education Goals states that all workers will have the opportunity to acquire the knowledge and skills necessary to compete in a global economy. To help meet this objective, higher education institutions are encouraged to develop collaborative efforts with businesses to determine workforce skills needed by those who live and work in the community.

Today, more than ever, as society becomes more technologically advanced, higher education institutions are called upon to meet the demands for new knowledge and skills, and to upgrade existing skills. Colleges and universities now play key roles in human capital, technology, and business development, as well as in other areas of economic development. These roles contribute to the U.S. competitive edge in a global economy as well as to help sustain state, regional, and local economies.

Historically Black Colleges and Universities (HBCUs) are part of the mainstream of U.S. higher education. They also have important local and regional economic roles to play in helping the Nation meet its educational and workforce training objectives.

The Office of Educational Research and Improvement is concerned with understanding how HBCUs use their existing continuing education resources to enhance their involvement in the economic development activities in their service areas. As part of this effort, the Office seeks to identify individual institutions and programs that have the greatest potential to assist in the education and economic advancement of non-degree and degree-seeking adults in the service areas of HBCUs. The continuing education arena was selected as the primary focus of the study because it includes community outreach to learners of all ages and backgrounds, and offers opportunities to glean examples from a wide range of programs.

The study was guided by analyses of local and regional economic development data and by assessment of continuing education programs. While all of the HBCUs and their regions and programs could not be covered in this study, a representative sample of promising practices, strategies, and labor market contexts are presented.

This publication shares the results of the analyses and assessments, and offers guidance for institutions planning to develop or enhance their continuing education roles as a strategy for improving the economic well-being of institutions and the communities they serve. Implications for key stakeholders, such as businesses, individual consumers, and policymakers are explored.

This is the first OERI research initiative to respond to the President's Executive Order to strengthen the capacity of HBCUs through their participation in federally sponsored projects and by encouraging the involvement of the private sector. I hope that this guide marks the first step toward building a stronger workforce - and thus, stronger communities - through education-economic development partnerships and collaborations between HBCUs and communities for the benefit of all.

Sharon P. Robinson
Assistant Secretary
Office of Educational
Research and Improvement

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Many people contributed to the research study on the "Continuing Education Functions of Historically Black Colleges and Universities" which serves as the basis for this publication. We are especially grateful to the administrators, faculty members, and staffs of the nine Historically Black Colleges and Universities (HBCUs) that participated in the study.

We offer special thanks to the following continuing education program administrators: Dr. Tossie Taylor, Delaware State University; Dr. LaDelle Olion, Fayetteville State University; Dr. Leonard Inge, Florida A & M University; Dr. W. O. Lawton, Hampton University; Dr. Ronald Ray, South Carolina State University; Dr. Pauline Drake, Spelman College; Dr. Ken Looney, Tennessee State University; Dr. Carol Hightower Parker, Texas Southern University; and Ms. Sandra Edgecomb, University of the District of Columbia. They facilitated the collection of data on their campuses and in their communities; answered numerous questions posed by researchers; and reviewed case study reports about their continuing education programs.

The research study and this publication were guided from conception through completion by the unflagging commitment of three staff members of the U.S. Department of Education, Office of Educational Research and Improvement. Sheilah Maramark, Project Officer, provided guidance and direction for the study, shared relevant articles and studies that crossed her desk, and fostered an open exchange of ideas with the Principal Investigator. Cliff Adelman, Senior Research Analyst, offered critical insights about ways to analyze relationships between higher education institutions and their economic environments. L. Ann Benjamin, Program Specialist, helped the study team to identify the many strengths of HBCUs.

We gratefully acknowledge the assistance that was provided by consultants to the study. Lois MacGillivray was involved with every aspect of the study and co-authored a report on the continuing education programs of the nine institutions. Harvey Goldstein developed the plan for analyzing the labor markets in the nine study sites and co-authored a report on the economic environments of the institutions. All major reports produced under the contract were critiqued by three external reviewers: Emil Malizia, Beverly Grissom, and Peyton Hutchinson.

Among the many Department of Education reviewers, we wish to thank Kathryn Chandler, Harold Himmelfarb, Irene Harwarth, Greg Henschel, Barbara Humes, Mindi Maline, and Bob LeGrand for their contributions.

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Chapter 1

Overview of the Guide

With the dawning of the 21st Century, Historically Black Colleges and Universities (HBCUs) serve a critical role in providing educational opportunities for large numbers of African Americans, and increasingly, for Americans of every race and hue. Created with the special mission of educating black Americans, these institutions continue to enroll large numbers of students annually. In 1994, a total of 280,000 students attended the 103 HBCUs. Eighty-two percent of the students were black, thirteen percent were white, two percent were nonresident aliens, and the remaining three percent included Hispanic, Asian, and American Indian students (Hoffman, Snyder, & Sonnenberg, 1996).

Mainly situated in the southeastern United States, HBCUs as a whole produce thousands of baccalaureate degree graduates year after year. For the 1993-94 academic year, HBCUs conferred 27,391 bachelor's degrees which represented only 2.3 percent of all bachelor's degrees awarded, but represented 28 percent of all bachelor's degrees awarded to black Americans (Hoffman, Snyder, & Sonnenberg, 1996). See Appendix A for data prepared by the National Center for Education Statistics on all 103 HBCUs' enrollment patterns (Table A1) and their record of conferring degrees (Table A2).

In addition to providing college-going opportunities for black Americans, HBCUs also serve an increasing number of white, Hispanic, and Asian students. Tables A1 and A2 show the number and percentage of students from various racial and ethnic backgrounds who enrolled in, and received bachelor's degrees from, HBCUs between 1976 and 1994. The percentage of bachelor's degrees conferred to white students increased from 7.5 percent to 10.8 percent during the period. Although the numbers were relatively small, the percentage of bachelor's degrees conferred by HBCUs to Hispanic and Asian students more than doubled between 1976 and 1994.

The trend towards greater racial and ethnic diversification in student enrollments and graduation rates at HBCUs are reflective of the changes that are occurring in American society. The workforce of the 21st Century will look drastically different from that of the 20th Century. Although the overall workforce is projected to expand very little during the last decade of the current century, it is expected to increase by 26 million workers by the year 2005. African Americans, Asians, and Hispanics will comprise more than half of that growth (National University Continuing Education Association, 1995). *These projections hold serious implications for the*

role HBCUs might play in preparing the globally diverse workforce of the 21st Century.

Very little is known about how colleges and universities, particularly HBCUs, use their institutional resources to enhance the workforces of their local communities. American workers, of all races and ethnic groups, find it necessary to adapt to emerging technologies and develop new skills to compete successfully for jobs in a global economy. In what ways do institutions of higher education extend their expertise and resources to their surrounding communities to support economic development?

Background

During the decade of the 80's, higher education institutions in general acknowledged and accepted the key role they could play in the economic development of the nation's cities, states, and regions *(American Association of State Colleges and Universities, 1986).* They recognized that their knowledge-based resources provided an essential ingredient in the infrastructure needed by the nation to grow and compete in a highly competitive, technologically advanced world economy. Colleges and universities play a variety of roles that contribute to economic development. They provide education and training that expand human capital. They conduct basic and applied research that generate new technologies, new products, and new services. And they share knowledge resources that help transfer innovations from sector to sector (Roberts, 1986). Each of these roles — human capital development, technology development, and knowledge transfer — serves a vital function in the economic development of an area. The human capital development role contributes to the availability of a skilled and capable workforce. Technology development provides the foundation for future production of goods and services. Existing technology and information, when transferred to the public and private sectors, provide opportunities for government and industry to create new industries, and thus, new jobs.

In its 1995 publication, *The Knowledge Connection*, the National University Continuing Education Association (NUCEA) highlighted the connection between higher education institutions and economic development. NUCEA asserts that college and university *continuing education services have changed to meet the changing nature of work and learning in America.* Colleges and universities have traditionally fulfilled their public service and community outreach mission through continuing education programs. Whereas the programs have historically provided night schools and part-time degree programs, they have now expanded their formats and curricula to include problem solving, facilitation, and community development. One aspect of community development is economic development.

Economic Development

Economic development is commonly defined as an increase in the *economic well-being* of people within the context of their social environments (Rolzinski, 1986; Wolman & Spitzley, 1996). Such an increase may be manifested by positive changes in the level and distribution of area employment, by increases in per capita income, or both. Economic development implies an improvement in the

economy of a local area or region. *Do HBCUs, as special mission institutions, view economic development as an important part of their roles?*

HBCU Involvement with Economic Development

This question may best be answered by a look at the historical development of HBCUs. According to Hoffman, Snyder, and Sonnenberg (1996), the story of HBCUs began prior to the Civil War. The earliest of these colleges was formed during the 1830s to provide educational opportunities for black Americans, most of whom as slaves were prohibited from receiving an education. From that early beginning, HBCUs took on the responsibility of contributing to the economic well-being of black Americans.

Although black Americans now have greater access to educational opportunities than they did 150 years ago, there are several reasons that HBCUs might consider continuing, developing, or enhancing their involvement in economic development activities. One, increasing enrollment and financial pressures can be countered by developing programs that reach new clienteles. HBCUs already serve racially and ethnically diverse student populations. Consideration might be given to extending services to the local community and to the region. Two, the nation is challenged to retrain and upgrade the skills of the existing workforce to match the "education intensive occupations" characteristic of new employment opportunities. This need is especially salient for the populations traditionally served by HBCUs in both urban and rural settings. Certain segments of these populations are likely to be ignored by the workforce if HBCUs do not include them. And three, according to Wenglinsky (1996), HBCUs are better at preparing African American students for professional life, and thus, for improved earnings, than are predominantly white institutions. Factors such as familiarity and comfort may render HBCUs better able to serve some new entrants to the workforce and some existing workforce participants than are other institutions. There are compelling reasons, then, for HBCUs to support community economic development efforts.

If HBCUs view economic development as a viable role, which units of the institutions assume responsibility for this function? Economic development, with its emphasis on helping people to gain employment and enhance their income, requires training opportunities for new entrants to the workforce and for persons already in the workforce who need new skills. The mandate of continuing education is to serve the needs of adult learners, and increasingly those of business and industry (Charner & Rolzinski, 1987).

According to NUCEA (1995), the rise of the knowledge-based society requires the acceptance of the following four new precepts:

1. All Americans must embrace the concept of lifelong learning.

2. Colleges and universities must provide flexible and responsive curricula that meet the everchanging needs of employers and employees.

3. Higher education credentials, which are portable and

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transferable to new jobs, will enable individuals to remain productive and viable in the knowledge-based economy.

4. Technological developments will allow individuals to pursue learning opportunities wherever, whenever, and however they choose.

Continuing education programs that are involved with economic development need to base their offerings on the above precepts. *To what extent do HBCUs use their continuing education programs to address community, business, and industry needs?* This and other questions were of interest to the U.S. Department of Education.

Study of HBCUs

In the fall of 1994, the U.S. Department of Education's Office of Educational Research and Improvement commissioned a study of the continuing education functions of HBCUs. *The purpose of the study was to identify and describe the capacities and potential of a sample of HBCUs that are providing continuing education services within the contexts of their labor markets.* The study sought information on the extent to which:

- institutions' missions influence their involvement in economic development activities;

- continuing education programs serve as the link between their institutions and the larger communities relative to economic development activities;

- institutions make contributions, via continuing education, to communities, business, and industry;

- HBCUs engage in collaborative arrangements with other higher education institutions, community organizations, and governmental agencies in order to maximize their contributions to the economic development of their service areas; and

- continuing education program designs and delivery systems provide exemplary elements and/or promising practices that can be used by other institutions to enhance their support of economic development efforts.

From the 103 HBCUs that were in existence in the fall of 1994, nine (Appendix B) were selected for in-depth case studies on their labor markets, their continuing education services, and their use of labor market data to determine program offerings. All participating institutions were informed that the study findings would be used to develop a program guide suitable for use by them and by other institutions.

Purpose of the Guide

The purpose of this program guide is to provide information, advice, and programming strategies that institutions might use to enhance the involvement of their continuing education programs with community economic development. Intended audiences are college and university administrators; continuing education program developers and coordinators; business, industry, and

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government collaborators: consumers — current and prospective students; and federal, state, and local policymakers.

Organization of the Guide

To optimize the use and usefulness of the program guide, it has been organized to allow the reader to pick and choose according to topical interest and need. Chapter 2 provides a review of the literature on successful higher education-economic development initiatives. Chapter 3 highlights the promising practices and innovative program elements that were found at the nine HBCUs that participated in the study. Based on the study's findings, Chapter 4 offers a model for developing continuing education programs that contribute to community economic development. The final section, Chapter 5, addresses the implications of the model for each of the stakeholder groups that are likely to be involved with implementation.

Chapter 2

Higher Education Involvement with Economic Development

In order to address the ways in which higher education institutions are involved with economic development, it is important to consider varying definitions of economic development. Rolzinski (1986) defines it as the creation of new wealth through the use of money, markets, manpower, materials, and management — the five "M's" of economic development theory. According to SRI International (1986), economic development is a process of innovation that increases the capacity of individuals and organizations to produce goods and services and thereby create wealth. Others have defined it as the process by which less advanced regional economies are accelerated toward parity with more prosperous areas (Cote and Cote, 1993). The common element in each of these definitions is the acknowledgment that economic development focuses on the creation and/or expansion of wealth. For this program guide, *economic development is defined as an increase in the well-being of area residents, manifested by positive changes in the level and distribution of area employment and per capita income* (Wolman and Spitzley, 1996).

This definition of economic development, with its focus on the increased well-being of residents of a particular area, readily lends itself to consideration by higher education institutions. Responsibility for economic development has long been a function of local and state governments. However, as American society and the world move increasingly toward an information-based rather than a manufacturing-oriented economy, knowledge production emerges as a major requirement. Human capital development becomes a most critical element in the economic development equation. In fact, the recognition of the strategic importance of human capital changes the way state and local policymakers must think about a region's colleges and universities (Luke, Ventriss, Reed, & Reed, 1988). Higher education institutions have an important contribution to make to the economic vitality of their communities, regions, and states; in many regions of the country they have become the cornerstones of state and local economic development.

Ways in Which Institutions Are Involved

Colleges and universities have traditionally had three major goals. They teach, conduct research, and provide service to the community. Institutions are able to draw upon these historical roles as they become more involved with economic development. Higher education institutions can contribute to economic development in a variety of ways

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(SRI International, 1986; American Association of State Colleges and Universities, 1988; MacGillivray & Richmond, 1996). They are able to (1) apply their teaching capabilities to human capital development, (2) use their research expertise for technological development, (3) provide service to the larger community via policy development, and (4) serve entrepreneurs by providing business development expertise.

Human Capital Development

According to Smith (1986), economic development will rise or fall on the success of the human capital strategy. This is because 75 to 80 percent of the people who will make up the workforce in the Year 2000 are already in the workplace. Many of them do not have the skills and knowledge needed to work productively in the highly technological workplace of the 21st Century. There is a tremendous need for adult retraining and continuous learning opportunities. There also is a need for basic adult education for the thousands of Americans who are functionally illiterate. The fastest growing segment of the higher education population is adult learners who have already been in the workforce (Luke, et al., 1988). The human capital strategy for economic development requires that institutions provide such students with skills as well as with training on how to learn.

Among the various human capital development strategies advanced by postsecondary institutions are:

- revising curricula to meet 21st Century needs;
- offering remedial education for functionally illiterate adults and English language training to recent immigrants who cannot effectively join the workforce because of deficiencies in basic reading and writing skills;
- retraining and "reskilling" workers who are displaced by shifts from manufacturing and agriculture to service and knowledge-based sectors;
- renewing and updating professionals and managers in current and emerging technological advances; and
- developing entrepreneurial skills in individuals so they will be able to make jobs as well as take jobs.

The human capital development function for economic development is being fulfilled by many different types of higher education institutions — community colleges, proprietary schools, four-year colleges, and universities.

Technology Development and Transfer

Many postsecondary institutions also are contributing to the development of new technologies. At the core of the technology development function is the conduct of basic and applied research. In conducting research, universities generate new technologies, new products, and new services. These developments, when made available to business and industry, help to spark the economy.

Technology is transferred from higher education institutions to business and industry in many different ways. In its most basic form, scientific discoveries made in university laboratories are transferred to the commercial marketplace. The more common source of transfer is in the form of technical assistance, where higher education faculty and staff help business and industry to solve technological and management problems. Higher education has an excellent opportunity to contribute to the economic development of national, state, and local economies by playing an expanded role in transfer of technology (Swanson, 1986; SRI International, 1986). Key technology development roles include:

- basic and applied research - producing new knowledge that can result in new products, processes, and services;
- advanced technology development - providing a continuum of technological activities that range from long-term basic research to immediate applications; and
- technology transfer to business and industry - purposefully helping firms to make use of technology developed within the institution.

Whereas the technology transfer role draws heavily upon research conducted by scientific departments, there is a role in economic development for virtually every discipline within a college or university. With the global economy's strong emphasis on information and knowledge production, there are great demands for quick, accurate, and accessible data.

Economic Analysis and Policy Development

Local and state governments are increasingly calling upon higher education institutions to contribute to economic development in their communities and regions. As governments formulate economic development plans and policies, they need current and accurate information about critical economic variables such as infrastructure capacities, industry trends, and employment patterns (Luke, et al., 1988). Colleges and universities, with their business, economics, and planning faculties and students, are increasingly called upon to provide demographic and economic information to governmental and quasi-governmental bodies.

Some of the economic analysis and policy development roles assumed by higher education institutions (SRI International, 1986; Luke et al., 1988) are:

- conducting economic research and analysis for government, economic development agencies, and corporations;
- helping organizations develop the capacity to engage in strategic planning;
- providing technical assistance to business and government; and
- assisting government officials and community leaders in developing the analytical skills to participate more effectively in economic development.

In addition to providing economic analysis and policy development support to governmental bodies, colleges and universities contribute to economic development by supporting the formation and development of businesses.

Business Development

Small businesses are responsible for the creation of a significant percentage of all new jobs in America and they account for a sizable portion of the overall workforce. Colleges and universities provide considerable support to prospective, new, and developing businesses in their local areas. The support takes several different forms (MacGillivray & Richmond, 1996). It includes:

- technical assistance on business management, financial management, and human resources development;
- operation of Small Business Development Centers (government-funded entities) designed to stimulate business formation and contribute to success;
- programs that target certain segments of the population, such as minority, family, and women-owned businesses; and
- incubation services that provide new businesses with rental space, clerical support, and other business support.

The business development role, like the other three roles fulfilled by colleges and universities, serves a vital function in economic development.

Ways in Which HBCUs Are Involved

Black colleges and universities have had the same historic mission as other higher education institutions — teaching, research, and service. Smith (1984) points out that the teaching function has been universally emphasized by HBCUs. However, the inability early on to offer advanced graduate study seriously hampered these institutions in their efforts to perform research and service functions optimally. Despite these limitations, HBCUs have a strong tradition of developing human capital and contributing to business development.

Human Capital Development

Tuskegee Institute, in Tuskegee, Alabama, has been recognized as sponsoring the first teaching-by-demonstration activities to bring agricultural training to black adults in rural areas. The demonstrations, or movable schools, were an effective teaching tool for rural families (Wall & Noland, 1990). This served as a model for human capital development in rural areas. Although some HBCUs still serve large rural populations, many of the current day institutions serve urban residents. In a study of the continuing education programs at nine HBCUs (one rural, four small cities, and four large urban), all of them were involved in human capital development as a means of contributing to economic development (MacGillivray & Richmond, 1996). The activities included:

- degree, certification, recertification, and non-credit courses related to high demand occupations;

- basic and remedial education for adults with limited reading and writing skills;
- training in new skill areas for displaced workers;
- contract courses with government and industry;
- English-as-a-Second Language training for new entrants to the country; and
- training in languages such as Arabic and Chinese to facilitate international trade.

HBCUs, like other institutions, make significant contributions to economic development by fulfilling the human capital development function. They serve a lesser role in developing and transferring technology. An area of major involvement is business development.

Business Development

As a group, HBCUs have been less involved in business-industry initiatives than have white colleges and universities (Cote & Cote, 1993). Richmond and Goldstein (1996) found, however, that some HBCUs play a significant role in business development in their communities. For example, half of the nine institutions included in this study operated Small Business Development Centers through their academic business departments. Types of business development involvement include:

- seminars and courses for existing and aspiring entrepreneurs;
- capacity building for business owners;
- technical assistance to businesses on issues related to management, finance, and marketing; and
- business incubators that facilitate the growth and development of start-up firms.

Some HBCUs are actively involved in the business development role. Although there is limited involvement by HBCUs in technology development and policy development, many of the institutions have strong academic programs that offer the potential for contributions in these areas.

Role of Continuing Education in Economic Development

Review of the literature reveals that HBCUs, and higher education institutions in general, are increasingly involved in a variety of economic development activities. The business development function is most often found to be served through colleges or schools of business. However, the human development and technology development functions are found in various departments throughout institutions. *Business, industry, and government representatives seeking economic development support are unable to identify any single point of contact on a campus.* Continuing education departments, which typically serve adult students who fall outside academic departments, may be the most logical source for coordinating all the economic development activities of an institution.

As continuous lifelong learning is embraced by all segments of the economy, continuing education programs may serve an expanded role in economic development. The definition of continuing education has evolved during the last decade of the 20th Century from being viewed as organized learning experiences for individuals who are beyond the usual college age and who are not regularly enrolled students (Hatfield, 1989) to including all ages beyond compulsory education. Similarly, the scope of services and the service delivery modes have broadened so that individuals may be served wherever, whenever, and however they choose. Within this expanded and broadened definition of continuing education, some colleges and universities have adapted their offerings to focus on economic development.

The University of Arizona is one such example. It made a commitment to take a more aggressive role in its state's economic development. In addition to strengthening its ties with industry and business, the University reorganized and expanded its continuing education program (Witten, 1988).

Another example is the case of eight higher education institutions that responded to a 1991 request from the American Association of State Colleges and Universities (AASCU) to participate in an eight-step model process designed to involve continuing education programs in economic development. From the first two steps of the process, the leaders of the schools learned that *their colleges and universities were well-kept secrets in their service areas*. Community leaders indicated they did not know who to contact on campus to access particular services. A further problem area unveiled was the *lack of faculty reward systems* for involvement with economic development activities (Ferro, 1993).

The AASCU initiative highlighted the need for colleges and universities to (1) make economic development an integral part of the school's mission and purpose, (2) charge a high-level administrator with responsibility for the function, (3) provide financial support for the involvement, and (4) reward faculty for involvement. Whether institutions are involved with economic development initiatives through continuing education programs or through other institutional departments, there are key elements that contribute to their success.

Key Elements of Successful Initiatives

Results of a 1985 survey of over 450 public colleges and universities conducted for the AASCU unveiled ten factors considered to be essential for successful higher education involvement in economic development (SRI, 1986). They are: entrepreneurial leadership, clear mission, well-defined and understood community and industry needs, institutional capacity, strategic location, strong working relationship with the public and private sectors, availability of special resources, an institutional culture that recognizes the importance of economic development, a policy climate that supports involvement, and special organizational arrangements. MacGillivray and Richmond's research (1996) corroborated the importance of many of these factors. There are institutional, community, and human factors that affect effective involvement.

Institutional Factors

The institution's mission must support or complement economic development. Institutions with strongly defined service missions may actually include economic development or community development as part of their mission statement. Closely related to the mission factor is that of institutional capacity. Institutions are best able to share that at which they excel. The quality and expertise of program offerings determine the role an institution can play in economic development.

Availability and accessibility of offerings to the target populations affect program success. Institutions may use satellite locations and distance learning technology to expand their geographical sphere of influence.

MacGillivray and Richmond (1996) noted that the availability of special resources from external funding sources was instrumental in helping institutions expand their economic development activities. With or without special funding, institutions often rely upon special internal organizational arrangements across departmental lines to coordinate economic development activities. These arrangements are facilitated by an institutional climate that supports economic development and encourages faculty participation in community activities.

Community Factors

For institutions to effectively extend their services to their communities and regions, they must know the needs of their service areas. Institutions that make significant contributions to the economic development of regions engage in regular and systematic assessments of community, business, and industry needs. They also routinely assess their own capabilities.

SRI (1986) noted that ties with public economic development agencies as well as with private sector businesses are key for institutional involvement with economic development. Such ties develop as a result of outreach efforts.

Human Factors

Institutions that have been effective in forging strong ties with public and private sectors have generally had the benefit of leaders with energetic, visionary, innovative, and strategic leadership styles. These leaders of the institution or of programs are aggressive in developing relationships with their communities and with local industry.

These institutional, community, and human factors were found to be largely present for colleges and universities involved in economic development. However, there are serious institutional, fiscal, and human factors that may curtail involvement.

Barriers to Effective Involvement with Economic Development

The AASCU survey conducted by SRI also identified several major barriers to higher education involvement with economic development. The barriers pertain to resources, faculty perceptions, organizational factors, and incompatibility between institution and community needs.

Resource Allocation

Institutions may not have the fiscal or faculty resources to become involved in economic development activities. For example, a small liberal arts college may not have the funding support or the faculty expertise to engage in business development efforts. Similarly, underfunded institutions may have the faculty expertise available, but may not be able to provide faculty with release time for community service activities because they carry heavy teaching loads.

If an institution's system of faculty compensation does not include economic development activities in the consideration of promotions, salaries, and tenure, then there is little extrinsic motivation for faculty to devote time and attention to such involvements. And even if the intrinsic motivation is present, faculty must focus energies on those activities that are most likely to influence continued employment and professional progress.

Faculty Perceptions

Institutions sometimes have difficulty in clearly determining their goals and objectives and articulating them to faculty and staff. In such cases, mixed signals may be sent regarding the institutional commitment to, and interest in, economic development efforts.

In still other instances, the leadership of the institution may have an interest in pursuing involvement with economic development initiatives, but is unable to find or garner sufficient interest on the part of faculty. Faculty may view such involvements as falling outside the purview of academia or as interfering with teaching and/or research responsibilities.

Organizational Factors

On the other hand, faculty may have an interest in becoming more involved with the community and industry but are constrained by institutional policies that impose limits on consulting time, require clearances for involvements with private companies, or otherwise deter involvement.

For an institution to become actively involved in economic development activities, its administrators and faculty must have established relationships of mutual trust with business and industry. Where such ties do not exist, the institution cannot assume a major role in contributing to the development of the local economy.

Most communities and municipalities have established governmental agencies charged with responsibility for systematically coordinating and facilitating economic development. For institutions to contribute meaningfully, they must have relationships with these agencies and, therefore, be able to determine how their efforts might coincide with other ongoing activities.

Incompatible Needs

Academic institutions are noted for devoting considerable time to discussing, researching, and analyzing issues. This approach may be incompatible with that of business and industry where answers and actions are often needed quickly.

Perhaps the most obvious reason for institutions not to be involved with economic development activities is that such activities fall outside their missions. Most public institutions include service

as a part of their mission, but that service may take many different forms. Economic development may not be of primary interest.

Even if the institutional mission is broad enough to encompass economic development activities, an institution may perceive involvement with industry or business or particularly with certain types of businesses or industries as representing a conflict of interest for its faculty and staff. This could serve as a major barrier to involvement.

All institutions may be subject to the above barriers identified by SRI. In addition to these obstacles, HBCUs may face other, more insidious, barriers to involvement with economic development.

Unique Barriers Faced By HBCUs

Supporting community economic development efforts requires reaching out on the part of higher education institutions. Due to the special circumstances in which they find themselves, HBCUs may experience more difficulty than traditionally white institutions in effectively reaching out to the larger communities in their regions. For example, HBCUs are faced with concerns related to judicial rulings; they are limited in their curricular offerings due to historic underfunding; they are excluded from many informal social networks; and they are subjected to perceived or real effects of racial bias.

Judicial Rulings

Although virtually all higher education institutions have ongoing concerns about funding, many HBCUs might experience special financial difficulties. In addition, some HBCUs may be threatened by possible misapplication of recent Federal court decisions. The Supreme Court held in *United States v. Fordice* that a state's obligation to dismantle a formerly segregated system cannot be satisfied by mere adoption of race-neutral policies by historically black institutions (Ware, 1994). In some quarters, this decision has been interpreted to mean that the special mission of HBCUs to serve large numbers of African American students might be severely diluted. Thus, the potential exists for misinterpretation and misapplication of the Fordice decision by lower courts and even by educational administrators.

However, the position of the United States Department of Education (and its Office for Civil Rights) is that the Fordice case supports the strengthening and enhancement of HBCUs to overcome the effects of past discrimination. In addition, "[t]he Department will strictly scrutinize State proposals to close or merge [HBCUs] and any other actions that might impose undue burdens on students, faculty, or administrators, or diminish the unique roles of those institutions." (*Federal Register*, 1994).

Despite this strong statement of support from the Federal government, many HBCUs express grave concerns regarding their ability to

provide the current degree of educational access, opportunities, and services to African American students in the future. In such a climate, it is often difficult to direct resources and energies to building new programs and bridges to the larger community.

Limited Curricular Offerings

Anderson (1986) sounded a call for HBCUs to expand their curricular offerings to areas that prepare students for careers in the broader society. He argued that providing education and training in the sciences and high technology would do more to improve the economic status of black people than any remedies targeting discrimination. Human capital development, technology development, and policy development roles all require that institutions have programs that are germane to the needs of the regions. Smith (1984) pointed out that graduate instruction at the master's level and beyond is limited to a relatively small number of HBCUs. Although nine of the ten institutions included in this study offer advanced degrees, the graduate offerings of HBCUs, in general, continue to be much narrower than those of TWIs.

Edwin Nichols (1995), an African American industrial psychologist, discussed HBCUs' dedication to teaching as a factor further inhibiting involvement with economic development. There is a great focus on teaching at most HBCUs. Typically, there are insufficient resources to devote to teaching in the regular academic programs and to developing evening and/or weekend programs that would extend the institution's resources to the community. Faculty members, who may already be teaching three or four credit courses per term, are reluctant to take on the added responsibility of evening or weekend classes.

Exclusion from Informal Networks

In addition to the curricular limitations, Nichols noted that exclusionary practices and racial biases also serve as obstacles to HBCU involvement with economic development. Many business and governmental decisions are made by persons who interact with each other not only professionally, but also socially (e.g., golfing, dinners, etc.). Administrators at HBCUs are often not a part of the social/political circles that would facilitate their institution's involvement in activities of the larger community. Although organizations such as Chambers of Commerce are open to all citizens, informal networks may not be as readily accessible.

Effects of Bias

Some African American administrators and faculty perceive a reluctance on the part of business and industry officials to utilize the services of HBCUs (MacGillivray & Richmond, 1996). This perception renders it difficult to cultivate relationships with the private sectors within their economic environments. If continuing education staff conclude that local business and industry representatives are biased toward them, the staff are not likely to make overtures to those potential clients. Consequently, businesses and industries remain uninformed about institutional resources and economic development of the area is impeded.

Unique barriers faced by HBCUs, along with those mentioned earlier, affect the type and the extent of activities that colleges and universities undertake to contribute to the economic well-being of their surrounding communities. Despite the barriers, however, many HBCUs have developed continuing education programs that play vital roles in providing training and educational opportunities for individuals, school districts, businesses, and government.

Summary

Increasing numbers of colleges and universities are contributing to the economic development of their communities, regions, and states. The involvements are generally of four types: human capital development, technological development and transfer, economic analysis and policy development, and business development. HBCUs tend to contribute to economic development by the human capital and business development routes.

At most institutions, the greater involvement with economic development seems to be through schools or colleges of business. Continuing education departments, as the units that typically extend institutional resources to communities, are increasingly becoming involved with economic development initiatives.

Whether efforts are coordinated through continuing education or other units of an institution, the literature suggests that the following key elements need to be present:

- alignment with the institution's mission;
- a match with the academic strengths of the institution;
- accessible locations;
- availability of special resources;
- internal organizational arrangements that facilitate coordination;
- institutional climate supportive of economic development;
- faculty rewards for involvement;
- understanding of community and industry needs;
- understanding of institutional capacity;
- collaborative arrangements with public and private sectors;
- strong, visionary leadership; and
- aggressive promotion of offerings to the community.

Several factors might prevent institutions from having the above elements in place. They may not have the fiscal or faculty resources, faculty interest, organizational arrangements/ties, or missions that are compatible with economic development. Many HBCUs face additional barriers to becoming involved with economic development. They are concerned with judicial rulings that affect their survival; they are limited in their curricular offerings due to historic underfunding; their administrators and faculty are often excluded from informal social networks; and they are affected by the real and perceived effects of racial bias.

Chapter 3

Promising Practices and Key Program Elements at Nine HBCUs

The institutions that participated in the study chose various ways to contribute to the economic development of their communities, regions, and states. Despite the barriers they encounter, they draw upon many promising practices to provide lifelong learning opportunities for the citizenry. The institutions varied widely on the following dimensions: types of economic environments and climates in which they found themselves, institutional missions, institution size, definitions of continuing education, organizational structures, and involvement of continuing education program with economic development activities. And yet, each one demonstrated tremendous potential for expanded involvement with community economic development efforts through its continuing education program.

The following vignettes of the continuing education programs at nine institutions provide information on the various ways in which HBCUs, in widely different economic environments and with varying resources, contribute to the economic development of their communities, regions, and states. (Note: The time periods for labor market data vary according to projections available from each state. Poverty rates were obtained from the decennial U.S. Census of Population, 1980 and 1990, and are based upon average poverty threshold levels for a family of four. The thresholds are based upon national data, and do not take into account regional differences in cost of living. Enrollment numbers for each institution are taken from National Center for Education Statistics data in Appendix A.)

Tennessee State University

FACTS	
Location:	Nashville, Tennessee
Carnegie Classification:	Comprehensive I
Control:	Public, Four Year, Land Grant
1994-95 Enrollment:	8,180
Economic Environment:	Large City (>1,000,000) 4.3% Unemployment Rate 11.5% Poverty Rate

Tennessee State University, an 1890 land-grant institution, merged by court order with the Traditionally White Institution (TWI), the

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University of Tennessee at Nashville, in 1979. Prior to the merger, each institution had developed through a series of stages. Tennessee State University began as a normal business school for Negroes. A 1909 Act of the General Assembly created the Agricultural and Industrial State Normal School. In 1922, the institution became a four-year teachers' college; in 1924 the name changed to the Agricultural and Industrial State Normal College; and in 1927, "Normal" was dropped from the name. University status was granted to the institution in 1951 to form Tennessee Agricultural and Industrial University. Full land-grant university status was achieved in 1958. Subsequently, the name changed to Tennessee State University. The University of Tennessee at Nashville began as an extension center of the University of Tennessee which was based in Knoxville. It functioned mainly as an evening institution. By 1971, it had achieved status as a full-fledged, four-year, degree-granting institution and it became a campus of the University of Tennessee. The presence of two separate state universities in Nashville gave rise to a decade-long litigation process which resulted in the present-day Tennessee State University. It operates, like 45 other postsecondary institutions in the state, under the oversight of the Tennessee Board of Regents. According to the Undergraduate Catalog 1993-95, the unique combination of land-grant, urban, and comprehensive features distinguishes the institution from all other higher education institutions in Tennessee

The University offers a comprehensive array of programs in agriculture, allied health, arts and sciences, business, education, engineering and technology, home economics, human services, nursing, and public administration. Degrees are offered at the baccalaureate and master's levels in a variety of disciplines and at the doctoral level in education and public administration.

Tennessee State University serves a racially diverse population of students: traditional and non-traditional students, commuters, residents, full-time, part-time, and non-degree students. As a Comprehensive I, land grant institution, it offers a wide range of programs at the baccalaureate and master's levels to approximately 8,000 students annually. Tennessee State is an urban institution, located in the state capital. According to the university catalog, the institution serves Nashville, Middle Tennessee, the state, the nation, and the international community. It aspires to be the public university of Nashville.

Offering a Variety of Services

Tennessee State University offers a wide array of economic development services to the City of Nashville, to the region, and to the state. The continuing education program and other institutional departments provide outreach services to the community.

Mission of continuing education. The Center for Extended Education and Public Service is the unit of the institution with responsibility for carrying the institution's services to the Nashville community and to other parts of the state. The view of continuing education at Tennessee State University is a very broad one. The Center serves non-traditional students both on and off campus. The Center's responsibility for these students includes credit, non-credit, Continuing Education Units (CEUs), special training, and technical assistance programs. The Center identifies itself as addressing the professional, career development, personal, and

civic awareness needs in Tennessee State University's service area and across the state.

The service area. The University is situated in an eight-county Standard Metropolitan Area (SMA) comprised of just over a million people (U.S. Bureau of Labor Statistics, 1994). In 1980, poverty rates in Davidson County and the Nashville area matched national averages, but by 1990, poverty rates in both the county and the region were significantly lower than in the country as a whole. One exception is that poverty among the elderly is considerably higher in the Nashville area than in the country as a whole.

Nashville's economic base is especially strong in several industries: music/entertainment, printing/publishing/distributing, health care management, transportation equipment manufacturing, and tourism. Occupational employment projections to the Year 2005, developed by the Tennessee Department of Employment Security (1994), indicate that the Nashville area's total wage and salary employment is likely to increase by some 101,000 jobs from 1990 to 2005. Approximately one-fourth of the new jobs are projected to be with the professional and technical occupations group. Service occupations are expected to account for another one-fifth of the total job growth. *Broad occupational groups with projected significant job growth include health-related occupations, administrative support (clerical) occupations, management support occupations, and computer-related occupations.*

The strong economy of the area and the projected growth occupations have implications for the types of services needed from the Center for Extended and Public Service. It has been organized to address those needs.

Organization of the unit. The Center is organized into four components, under the leadership of the Dean of Extended Education and Public Service. The Dean reports to the Vice President for Academic Affairs. One component of the Center's programs focuses on providing continuing education and non-credit courses to industry and government. Among the offerings are such diverse courses as "Court Reporting" and "Your Role as a Manager." A second component consists mainly of off-campus academic credit programs. Courses are offered at three suburban satellite locations around Nashville by faculty from the academic departments. The institution accomplishes two key objectives via these credit courses. *First, by taking them to the areas where potential students live, it enhances the likelihood of students enrolling in an academic program. Second, it attracts white students who otherwise might not choose Tennessee State University.* Another component of the Center is one that emphasizes adult services and conferences. Offerings include preparatory courses for entrance into academic programs (e.g., GRE, ACT). In addition to these training options, the University makes its facilities available for conferences and meetings of off-campus users. The fourth component is the Center for Labor Management Relations. A Tennessee Department of Labor funded program, this unit provides instructional services to companies and labor unions throughout the state.

Services offered. Faculty from regular academic departments teach the continuing education credit courses. Non-credit courses are taught by faculty and non-faculty members with expertise in the

specific field. Both credit and non-credit courses are taught on and off the campus. *The Center for Extended Education and Public Service has interactive distance learning capability and is thereby able to expand its offerings to the region and to the state.*

Other outreach services. In addition to the four components of The Center for Extended Education and Public Service, Tennessee State University has a number of other programs that are involved with community outreach. As a land-grant institution, the institution's agricultural extension services are offered throughout the state of Tennessee. The College of Business, which was accredited under the tenure of the current president, has implemented several economic development initiatives. *Among them are the Nashville Business Incubation Center, the Small Business Development Center, and Project DIANE (Diversified Information and Assistance Network), an interactive telecommunications system developed in conjunction with the Tennessee Valley Authority (TVA) and other agencies to allow the TVA and communities more efficient access to the expertise of the HBCUs in the region.* The offerings provided by the College of Business are independent of the Center for Extended Education and Public Service.

Promoting Available Services

Each of the four components of the Center targets different audiences and the Center uses different strategies for reaching them. An aggressive promotional approach is used.

Calling and visiting employers. In offering non-credit training to businesses and governmental agencies in the Nashville area, the Center for Extended Education and Public Service *adopts a proactive direct marketing approach.* The Director of Continuing Education (who heads up the non-credit unit within the Center) routinely makes telephone calls to personnel and training officers. Calls are followed by in-person visits to inform employers (whether business, industry, or government) about the offerings available through Tennessee State University. Emphasis is placed on the ability of the institution to tailor courses and training to the specific needs of the user and to provide services at the employer's site.

An example of the success of this strategy is the story of how the President of Tennessee State met with the publisher of a local newspaper and offered the University's services. A follow-up visit was made by the Director of Continuing Education. The Center subsequently began to provide training to the staff of the newspaper on a regular basis. *The key to gaining users, according to the Director, is the ongoing personal contact and interaction with employers.*

Using the power and range of mass media. The academic component targets a very different group of potential users — white individuals in the suburbs who work during the day, but are interested in attaining a college degree to enhance their employability. To reach this audience, the Director of Off-Campus Programs uses radio, newspapers, and graffiti advertising (an emerging form of paid advertisements that place posters and other print media in restrooms and on bulletin boards in public facilities). Radio advertisements are developed and played on several different stations in the local service area. Class

offerings and schedules are published in the major Nashville newspapers as well as in local neighborhood weeklies. Capitalizing on the human interest in reading graffiti, the Center buys graffiti advertising space in the restrooms of restaurants and other locations frequented by the target group.

Sending personalized letters. Still another approach is used to gain the attention of persons targeted for adult services on the University campus. Since many of the offerings are preparatory courses for college entrance, the Center identifies individuals who might be interested in taking a standardized test, such as the ACT, and writes a letter inviting them to enroll in a preparatory course.

Distributing flyers and posting signs. Letters, along with flyers, are also sent to the counselors at the area high schools so that high school students can be made aware of these offerings. As the Center markets its services within the University, it distributes flyers to undergraduate and graduate academic departments encouraging students to enroll in the preparatory courses for the GRE, MAT, and GMAT. Information about upcoming continuing education offerings are also posted throughout the campus.

Reaching Out to the Community

These various marketing and promotional strategies help Tennessee State University reach the segments of the community that it targets.

Promising Practices/Key Elements

- Builds upon institutional mission
- Promotes programs aggressively
- Assigns staff strategically
- Utilizes technology and media to implement and promote programs
- Develops relationships with business, industry, and government
- Utilizes regular and adjunct faculty
- Serves urban and suburban populations

The Center has been effective in penetrating the individual, business, and governmental markets. It is important to look at several organizational factors that contribute to Tennessee State's success in building its continuing education program. *First, the Center for Extended Education and Public Service is staffed extremely well. A director or coordinator is assigned for each component.* Second, all of the staff with responsibility for outreach to the larger community are members of the communities they seek to attract. *The institution works around some of the barriers that plague Historically Black Colleges and Universities — limited resources, exclusion from informal networks, and racial prejudices.* Tennessee State University utilized a variety of resources (financial, human, and intangibles) to develop and promote its continuing education program.

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Fayetteville State University

FACTS	
Location:	Fayetteville, North Carolina
Carnegie Classification:	Comprehensive I
Control:	Public, Four Year
1994-95 Enrollment:	4,109
Economic Environment:	Small City (<100,000) 5.5% Unemployment Rate, 14.4% Poverty Rate

In 1867, seven black citizens of Fayetteville, North Carolina, pooled their money to buy two lots to be used for the education of black youths. By 1877, they had gained authorization from the State Legislature for the building of a teacher training institution for black North Carolinians. The school became known as the State Colored Normal School. In 1933, the institution became a four year college; and after more than 20 years, in 1956, degrees other than teaching were added to the curriculum and the school was renamed Fayetteville State Teachers College. The institution was again renamed in 1969. At that time the Legislature granted it regional university status and it became Fayetteville State University (FSU). And finally, in 1972, it was made a constituent member of the 16-campus University of North Carolina system. In 1985, FSU gained status as a Comprehensive Level I university. It admitted its first class of doctoral students in educational leadership in the fall of 1994.

Following Institutional Mission

Founded as a teacher training institution, Fayetteville State's current-day mission still reflects that emphasis. Taken from the University catalog (1994), it reads:

Its primary mission is to provide a basic liberal education, specialized professional training, and selective graduate programs that will help its students and graduates live meaningful and productive lives in a world with increasingly complex global challenges and technological advances.

Fayetteville State University experienced phenomenal growth between the period of 1988 through 1994 — from an enrollment of 2,639 to 4,109. Sixty-four percent of the students are African American, 31 percent white, one percent Native American, and four percent are from other ethnic groups. With 92.2 percent of the students from households earning less than $20,000 a year, the General Administration of the University of North Carolina has judged Fayetteville State University as having the poorest population in the system.

The labor market area. Fayetteville is the county seat of Cumberland County and is centrally located close to the county lines of Harnett, Hoke, Moore, Sampson, Scotland, and Robeson Counties. Although Fayetteville is considered the retail hub of the southeastern part of the state with more than $2 billion in retail sales generated annually, the surrounding

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area is rural and underdeveloped. In 1989, over 14 percent of the area's population lived below the poverty level, including almost 20 percent of its citizens above the age of 65 (U.S. Bureau of Labor Statistics, 1994). Both of these rates are higher than the United States averages for 1989; the poverty rate of older citizens is almost seven percentage points higher than the national average.

The unemployment rate in the Fayetteville area averaged 5.5 percent during the 1990-93 period, compared to 5.2 percent for North Carolina as a whole. The relatively high rate of unemployment in the area is attributable primarily to a somewhat larger concentration of those lacking job skills, and to high mobility associated with the military presence.

Fort Bragg Army Base and Pope Air Force Base are in the Fayetteville labor market area. Both bases have been expanding in the midst of base closures and reductions in other regions of the country. Over 26 percent of the area labor force works for the Federal government, including 9,000 civilian workers at the bases. The main employer in the city of Fayetteville is Kelly-Springfield tires. As a manufacturing operation, the Company provides well paying jobs for the local labor force. However, the civilian economy of the larger labor market area is anchored in traditional low-wage, labor intensive manufacturing including textiles, apparel, and food processing industries.

Future needs. Occupational projections to the Year 2000, developed by the North Carolina Employment Security Commission (1994), indicate that 26 occupations in the Fayetteville area are expected to have at least 15 additional job openings per year. Of these, the great majority require no specialized education or formalized job training. *The few that do require specialized training are registered nurses, elementary school teachers, and preschool teachers.*

Institution's response. Fayetteville State University offers 36 baccalaureate degrees, 18 master's degrees, and a doctorate in Educational Leadership. The University has joined with Pembroke State University to develop a bachelor's level nursing program to meet the area's need for registered nurses.

As a regional institution, the population served by the institution has changed dramatically in recent years. The white student enrollment increased by 50 percent between 1988 and 1994; home county attendance (students from the county where the institution is located) grew by more than 100 percent. Much of the growth came from transfer enrollments and graduate students, particularly in the School of Education. With its tradition of providing teacher training, Fayetteville State University has sought to respond to local labor market needs by extending its teacher preparation offerings to the surrounding communities.

Extending the Mission

The continuing education program is the vehicle through which the institution extends its services to the community beyond the campus. The stated mission of continuing education is to:

... offer life-long educational experiences and opportunities to individuals of the local and adjacent communities and the Southeastern Region of North Carolina.

Fayetteville State University defines continuing education as credit and non-credit courses offered in extended hours (on or off campus) that serve the community and are not leading to a degree. Courses are expected to pay for themselves, but the university does not ask the continuing education program to be a net revenue generator.

Offerings. The staff of Graduate Studies and Continuing Education devote most of their time arranging for classes offered by the School of Education: in-services in mathematics and science for elementary school teachers and advanced certification and recertification courses for teachers. These courses remain under the control of the School of Education. Department chairs review syllabi and recommend or assign instructors, most of whom are regular University faculty. These classes are currently offered in two counties beyond the main campus and the University intends to add classes in seven additional counties. Students earn academic credits or continuing education units (CEUs).

As a means of offering professional development classes that are most needed by teachers in the surrounding area, the continuing education program regularly surveys teachers in the adjoining school districts. These surveys are distributed through the superintendents' offices. By heeding the survey results, Fayetteville State University is able to respond to the needs of a large segment of its target population. It offers professional training and opportunities for advancement for thousands of teachers in the southeastern region of North Carolina.

Graduate Studies and Continuing Education also offers one program at The Fort Bragg - Pope Air Force Base Center through which students can earn an Associate in Arts (AA) degree. Classes are held on base in an educational building used by 16 different educational institutions; students can earn GEDs through master's degrees through one or another of these programs. The military pays 75 percent of the fees and the students pay the rest. Fayetteville State University grants the A.A. degree. With the exception of the Fort Bragg - Pope Air Force Base Center, the continuing education program serves mainly as a *broker* for the School of Education. That is, the program matches academic resources with potential users rather than providing the services.

A few non-credit courses are offered directly by the program. Most of them are related to community service and includes topics of interest to the community, like features of quality day care or supervisory development programs for middle management personnel. Though limited in scope, these offerings have some relevance for the economic development needs of the area.

Relationship of offerings to economic development. For Fayetteville State University, education is the key to economic development for southeastern North Carolina. To address issues of unemployment and poverty in its service area, the institution focuses on the root causes of these maladies — lack of educational skills. Fayetteville State University is very clear about the type of economic development activity it is best suited to provide: *it is human capital development.* Through its continuing education program, the institution offers courses that prepare persons for elementary and secondary teaching,

administration, and special education. It provides courses for recertification of existing teachers. Reaching out to school districts in Cumberland, Harnett, and Moore Counties, the University, via its continuing education program, seeks to improve the skills of teachers and, thus, the skills of the region's citizens.

Fulfilling Institutional Mission

While fulfilling its mission of providing "... life-long educational experiences and opportunities to individuals of the local and adjacent communities and the Southeastern Region of North Carolina", Fayetteville State University continues to do what it was founded to do, and what it does best, *train teachers*. It uses its continuing education program to help fulfill the institutional mission. At the same time, *it is responding to the region's critical need for preschool and elementary teachers*. Considering the projected needs for teachers at all levels, the University is playing a critical role in this capacity and contributing to the economic development of the region.

Promising Practices/Key Elements

- Focuses on institutional mission
- Recognizes key role of elementary and secondary education for economic development of region
- Maintains strong relationship with public schools
- Offers programs from strongest academic area
- Serves a seven county rural area

Mission makes a difference! Although all the institutions that participated in the study had demonstrated a commitment to continuing education and lifelong learning, whether the mission focused on local, regional, or national issues greatly affected the role the institution played in improving the economic conditions of their home communities. By definition, HBCUs have historically had the special mission of providing educational services to African Americans. Many of the institutions, especially public ones, are now focusing on a much broader client base, both geographically and ethnically. The potential exists for the institutions to affect the economic development not only of their local communities, but entire regions as exemplified by Fayetteville State.

The fact that Fayetteville State University has chosen to focus its continuing education resources on teacher preparation does not mean that this is the only educational need of the regional economy. It means that this particular institution has chosen to remain true to its mission and to extend its strongest offerings to the larger community. But, in addition to responding to this very basic human capital development need, institutions can make significant contributions to the local economy by identifying the present and future specialized needs of the communities in which they find themselves.

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Florida A & M University

FACTS	
Location:	Tallahassee, Florida
Carnegie Classification:	Comprehensive I
Control:	Public, Four Year, Land Grant
1994-95 Enrollment:	10,084
Economic Environment:	Small City (<100,000) 4% Unemployment Rate 18.9% Poverty Rate

Florida A & M University (FAMU) began as the State Normal College for Colored Students. From its humble beginning in 1887 with an enrollment of 15 students and two instructors, the institution has grown to more than 10,000 students. It has undergone major changes along the way. In 1891, the school received its first land-grant funding under the second Morrill Act; and the name was changed to the State Normal and Industrial College for Colored Students. The name was changed again in 1909 to the Florida Agricultural and Mechanical College for Negroes. The institution flourished during the first half of the 20th Century and had grown to an enrollment of 2,000 by 1949. In 1953, the college achieved university status by legislative action and was renamed Florida Agricultural and Mechanical University (FAMU). It is now a Comprehensive I, public, four-year, land grant institution and is one of nine institutions in the Florida State University System (FSUS). Located in Tallahassee, the state capital, FAMU is in the same city with Florida State University, another state institution.

The last decade has been one of significant growth and unsurpassed accomplishments for FAMU. In 1985, enrollment was 5,100; statistics for 1994-95 showed total enrollment of 10,084. Although long noted for the brilliant maneuvers of its marching band, FAMU has also gained recognition for its academic offerings. The University offers several doctoral programs. Enjoying increased stature as well as increased enrollment, FAMU views itself as "Florida's Opportunity University."

Understanding Community Needs

When talking with administrators at Florida A & M University, one quickly notices a consistent theme. *There is a palpable commitment to community and to community development.* It was articulated by the President of the University; it was stated by the Director of Continuing Education (who reports to the Dean of the School of Graduate Studies, Research, and Continuing Education); and it was repeated by other University officials.

Definition of community. Though located in Tallahassee, FAMU considers itself to be a regional university and, in some cases, offers services throughout the State of Florida. The service area for continuing education includes an 18-county region in the northwestern portion of the state. Whereas Tallahassee and its home county, Leon, experienced an unemployment rate of just 4.0 percent for the 1990-93 period, the rate for Florida was at 7.1 percent. The poverty rate for the region was at 18.9 percent in 1989, 1.44 times the national rate.

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According to FAMU officials, the institution is committed to providing educational, social, and economic activities via community outreach. The University includes much of the state of Florida in its definition of community.

Identification of community needs. According to FAMU's Director of Continuing Education, program staff use a variety of means to determine the need for continuing education services. They:

- survey businesses and governmental agencies in the Tallahassee area;
- utilize statistics from the Florida Labor Department;
- seek input from community leaders;
- gain student evaluations of individual offerings; and
- advertise course offerings in the 18-county region.

The involvement of FAMU administrators and faculty in The Economic Development Council of Tallahassee/Leon County, Inc., a Chamber of Commerce initiative, provides an additional source of information about community needs.

A review of labor market needs reveals that the Florida Department of Labor and Employment Security (1994) projects an overall increase of 41,000 jobs in the Tallahassee area between 1991 and 2005. *Occupational groups with above average projected rates of job growth are: service occupations; managerial and administrative occupations; professional and technical occupations; and marketing and sales occupations.*

Responding to community needs. FAMU uses various data sources to determine the continuing education course offerings that best meet community needs. Continuing education is defined as the provision of educational opportunities for non-traditional students in the form of credit and non-credit courses, workshops, seminars, and conferences. Program activities focus on:

- professional advancement and competencies;
- personal and intellectual development;
- social, political, and economic responsibility;
- community development; and
- evening and weekend college for those who wish to earn a degree part-time and outside regular hours.

Program offerings. All credit courses are planned and scheduled by the relevant academic departments and the revenue and expenses of the courses accrue to the departments. Graduate level courses are taught by regular department faculty, but many of the undergraduate courses are taught by adjunct faculty.

Many academic departments provide courses through continuing education: education, pharmacy, psychology, foreign languages, social work, physical education, music, math, and science. Among these are many of the University's strongest programs.

The strongest enrollments for non-credit courses at FAMU are for certification and recertification of pharmacists and other professionals. These enrollment trends are consistent with the labor market projections for professional and technical occupations.

A unique offering is training for translators by FAMU's Critical Language Institute. It

specializes in languages like Chinese and Arabic which are vital to the nation's economic and political security. These courses are offered, through Continuing Education, to businesses.

Related areas. A Small Business Development Center operates out of the same administrative unit of the University as continuing education, but is separate from it. It offers an array of services free to small businesses in five nearby counties. The Cooperative Education Office, also in the School of Graduate Studies, Research and Continuing Education, places traditional students as interns in local government agencies and businesses, allowing them to earn credit while gaining employment experience.

Community outreach. Through this and other arrangements, the University has developed strong community links. FAMU operates a joint engineering degree program with Florida State University. Through surveys of employers and advertisement of course offerings in the 18 counties in Northwestern Florida where programs are offered, FAMU seeks to meet the labor market needs of the region.

Knowing Labor Market Needs

By knowing the needs of its community — businesses, government, and community-based organizations — FAMU's Continuing Education Program is able to provide a wide range of credit and non-credit courses to citizens throughout the State of Florida. Although the institution is based in Tallahassee, its commitment to community outreach has driven it to define and serve a broader community.

Promising Practices/Key Elements

- Focuses on community development
- Uses variety of means to determine community needs
- Coordinates with academic departments and professional schools
- Extends services to impoverished 18-county area
- Provides unique offering of training for translators
- Faculty/staff participates in community organizations

A major challenge for Florida A&M University and for other higher education institutions is to develop creative and cost-effective means for letting the community know about the services that are available via continuing education. The larger and more diverse the service area, the greater the challenge. Although all colleges and universities have resources (i.e., faculty expertise, programs, facilities) that could benefit the surrounding community, unless they are promoted they may go largely unnoticed and unused. One of the institutions in the study was especially effective in reaching out to the community.

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Spelman College

FACTS	
Location	Atlanta, Georgia
Carnegie Classification	Baccalaureate I
Control	Private, Four Year, Women's College
1994-95 Enrollment	1,977
Economic Environment	Large City (>1,000,000) 5.2% Unemployment Rate 9.9% Poverty Rate

Of all the Historically Black Colleges and Universities in the country, Spelman College is one of only two institutions with the unique mission of providing educational services to African American women. It was established in 1881; it is a private, independent, liberal arts institution.

Spelman is one institution among six, collectively known as the Atlanta University Center, which occupy adjoining property in the southwest area of Atlanta. *These institutions made an explicit decision to collaborate in 1929, so facilities planning and class schedules reflect joint effort and cross-campus accessibility.* While Spelman College is all female, both male and female students from the other institutions can attend Spelman's classes and vice-versa.

As a selective institution, Spelman accepted only about one out of three applicants in the fall of 1994. Virtually all of its students are full time and 59 percent of the students live on campus. All enrolled students are female and 98 percent of them are African American. Only 21 percent of the students come from Georgia; 77 percent come from other states; 2 percent come from other countries.

Serving Varying Populations

With an annual enrollment of around 2,000 students, Spelman caters to a national and an international population. However, the continuing education program at Spelman attempts to respond to the needs of nontraditional female students from the Atlanta community as well as to some of the pressing economic needs of the local neighborhood in which Spelman is located.

Mission. Spelman's mission focuses on the development of young women as leaders. It says:

The mission extends beyond intellectual development and professional career preparation of students. It seeks to develop the total person. ...This environment attempts to instill in students both an appreciation for the multicultural communities of the world in which they live and a sense of responsibility for bringing about positive change in those communities.

Although the institutional mission focuses on developing the individual woman, Spelman acknowledges that the individual has a responsibility to the community. One of the

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institutional goals of the College is to encourage students to appreciate the multicultural communities of the world and to take responsibility for bringing about positive changes in those communities.

Mission of continuing education. The purpose of Spelman's Continuing Education Program is twofold. First, it seeks to meet the educational needs of women over the age of 25 by providing options that will aid them in attaining a degree, securing new skills and knowledge, or changing career directions. Second, it seeks to provide opportunities for learners (adults of both genders) to develop personal potential through educational experiences.

Community needs. Atlanta is the capital of the State of Georgia and is at the center of a 20-county metropolitan area. The region is one of the fastest growing of the large metropolitan areas of the country. It had an annual average employment growth rate of 3.7 percent between 1984 and 1993 (U.S. Bureau of Labor Statistics, 1994).

Like many center cities of major metropolitan areas in the U.S., parts of Atlanta are not sharing in the economic growth opportunities. Although the 1989 poverty rate for the area was at 9.9 percent, the neighborhoods surrounding Spelman reflect a higher rate. Through its continuing education program, the College seeks to respond to the conditions of the local community.

Tailoring Programs to Needs

Continuing education at Spelman is organized around two major goals: providing credit courses for women who seek to obtain a bachelor's degree in the evening hours and offering non-credit courses to businesses and entrepreneurs. As such, *one component utilizes faculty from the academic departments and the other component relies upon adjunct faculty.*

Drawing upon the faculty. Spelman offers an evening major in Human Services, an interdisciplinary program that draws courses from psychology, sociology, political science, economics, and education. This program is available to women who wish to pursue a degree part time during evening hours.

Academic department chairs provide the instruction by seeking faculty volunteers who are interested in teaching evening courses. The Dean of Continuing Education requests a two year schedule of courses for the extended hours based on the needs and requests of the students in the program. Thus, existing faculty are drawn upon to teach the courses needed by a particular cohort of students.

Brokering expertise. Whereas the credit component uses internal resources in the form of faculty, the non-credit offerings rely almost exclusively on external personnel. In its non-credit component, Spelman operates two initiatives. One is named Quality First and is designed to provide tailored training to employers on a contract basis. The other, developed with funding from Dow Jones, is the Dow Jones - Spelman College Entrepreneurial Center which serves existing and aspiring business owners (mostly African Americans) in the West End area of Atlanta, an economically depressed neighborhood adjoining the Spelman campus. *The emphasis here is on providing technical assistance to businesses, encouraging business development, and assisting a distressed community.*

Both programs require instructors with business expertise. Spelman does not have a business faculty since the college does not offer a business major. In order to serve the needs of employers and entrepreneurs who are seeking business-related training, Spelman uses experienced external practitioners to provide training and technical assistance support. Thus, the program functions in a *brokerage* capacity. It identifies community needs, finds resources to meet those needs, and brings the two elements together.

Harnessing Internal and External Resources

Spelman College's mission is to provide women with a liberal arts education and to help them develop leadership skills. It draws upon a national student population. The academic programs offered by the institution are not those, such as business, that are generally associated with economic development. By conventional standards, Spelman would not be expected to be involved with traditional economic development activities. Yet, by drawing upon internal faculty resources and external business expertise, the College focuses on *human capital development and business development* activities.

Promising Practices/Key Elements

- Understands needs of adjoining neighborhood
- Matches offerings to industry needs
- Has special resources from Dow Jones
- Uses faculty for evening degree program

As a part of the Atlanta University Center, which operates a Community Development Corporation (CDC), Spelman has access to the CDC as an additional resource that it might draw upon. Some institutions rely upon collaborative relationships as the basis for expanding their services.

South Carolina State University

FACTS	
Location:	Orangeburg, South Carolina
Carnegie Classification:	Comprehensive I
Control:	Public, Four Year, Land Grant
1994-95 Enrollment:	4,693
Economic Environment:	Rural Area (<25,000) 7.8% Unemployment Rate 21.1% Poverty Rate

South Carolina State University was originally established in 1872 in compliance with the first Morrill Act of 1862. It was first named South Carolina Agricultural and Mechanical Institute and existed within Claflin University. Later, to comply with the second Morrill Act of 1890, the South Carolina General Assembly enacted legislation for the severance of the institution from Claflin University. At that point, the institution was renamed the Colored, Normal, Industrial Agricultural and Mechanical College

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of South Carolina. In 1954, the name was officially changed to South Carolina State University by an Act of the General Assembly (South Carolina State University Undergraduate University Catalog 1994-1995).

South Carolina State University awards 40 percent of all baccalaureate degrees earned by African Americans in South Carolina. Catering mainly to undergraduate students, the University offers master's degrees in teaching professions, human services, and agribusiness; it also offers a doctoral degree in Educational Administration. As the 1890 land-grant institution in South Carolina, the University is considered to be a statewide resource. It has historically served the black citizenry of the state and continues in this tradition.

Serving Rural Populations

South Carolina State University is located in Orangeburg, South Carolina, a town with a population of 13,000. Located near the geographical center of the state, the town is in the county of Orangeburg, which has an overall population of 86,000. The University's service area goes beyond the county boundaries and includes the entire state.

Institutional mission. The University catalog says:

With its traditional focus on teacher education, research, and service, South Carolina State University has as its mission the obligation to provide undergraduate instruction which combines liberal arts with vocational education.... Furthermore, as a land-grant institution, the University conducts research which is directed toward improving the quality of life for rural South Carolinians.

The mission statement embodies two specific purposes: (1) to produce graduates who are capable of earning a living and participating in the dynamics of community and societal concerns and (2) to fulfill the function of serving the continuing academic needs of educational, social services, and business personnel in the University's geographical region of the state.

Labor market area. The Orangeburg labor market area is defined as a nine county, largely rural area. U.S. Bureau of Labor Statistics (1994) data indicate an average unemployment rate of 7.8 percent over the 1990-93 period; the Executive Director of the Orangeburg County Development Commission reported a 9.2 percent 1995 rate of unemployment. The poverty rate in the area hovers above 20 percent. By widely accepted economic indicators, Orangeburg is a poor area.

Area employers described a struggling work force where many of the employees cannot read and comprehend written instructions. They expressed a strong need for training in basic skills — reading, writing, and mathematics. Some companies have moved to institute their own basic skills training programs.

Extending Services throughout the Region

This is the environment in which South Carolina State University finds itself, and its continuing education program has made a commitment to contribute to changing that environment. The Center for Adult and Continuing Education is the administrative unit which extends the University's resources to

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non-traditional students throughout the central area of South Carolina. The Director of the Center for Adult and Continuing Education, who reports to the Vice President for Academic Affairs through the Assistant Vice President for Research and Graduate Studies, says that *education enhances employability and promotability; it creates higher paid employees; these are key elements of economic development* (MacGillivray & Richmond, 1996).

Education services. Teacher education is one of the major resources that the institution offers to the community, and it is the primary focus of the Center for Adult and Continuing Education. Regular curriculum courses are offered through four components:

- the Evening Program which offers credit courses after five p.m. for persons above 21 years old and students with special needs;
- off-campus undergraduate and graduate-level courses;
- non-credit courses and special programs in response to identified needs; and
- contract courses.

All of the credit courses are the same as those offered in the regular curriculum and they are normally taught by regular faculty members. On certain occasions, courses are taught by adjunct faculty. *The Center's priority has been providing training to teachers and aspiring teachers.*

Other services. In addition to the educational offerings of the Center for Adult and Continuing Education, *the University operates a Small Business Development Center.* This center provides technical assistance to small businesses and is housed in the School of Business. Although these two units of the institution do not work collaboratively, there is great potential for them to do so.

Collaborating with Other Institutions

The Center for Adult and Continuing Education has extended its services beyond the Orangeburg campus to the larger community through collaborative arrangements with other educational institutions.

School district relationships. The University serves 17 school districts with undergraduate and graduate courses. University personnel provide continuing education courses to school personnel through the employee's school district. Public school superintendents request special needs courses which normally would not be listed in the course catalog. The Center for Adult and Continuing Education also regularly surveys school districts throughout the state on the training needs of their employees. Based on requests and responses to surveys, the Center provides courses to nearly 2,000 non-traditional students annually through its campus offerings and its continuing education sites throughout the state.

Community college linkage. The Center further extends its services beyond its historic boundaries by participating in a "2 + 2" arrangement with Greenville Technical College, a two year institution. Greenville Tech students desiring four-year degrees can complete the first two years at the Technical College. South Carolina State University will

provide faculty to go to Greenville Technical College to offer the next two years of instruction. *Through this arrangement, South Carolina State University is able to extend its educational services to persons in other areas of the state.*

Strengthening Programs through Collaborations

By both of these collaborative arrangements, the Center for Adult and Continuing Education is able to provide its educational capabilities to a wider and larger audience than it could have by operating alone. The Center has gained a reputation for effectively preparing teachers who pass the state's certification examination and who get jobs.

Approximately 81 percent of the students in the continuing education program are African American females who are currently employed as teaching assistants, bus drivers, and in other low paying positions. The Director of the Center is most proud of the program's success in helping to elevate people from lower to higher paying positions. The Center, through collaborative arrangements, is helping to improve occupational opportunities and, therefore, contributing to the economic development of the rural areas of South Carolina.

Promising Practices/Key Elements

- Focuses on institutional mission
- Recognizes importance of educational opportunities for employability and upward mobility
- Responds to area's need for basic skills training
- Surveys potential clients to determine needs
- Draws upon institution's strength — teacher education
- Collaborates with other institutions
- Serves 17 school districts
- Maintains a "2 + 2" arrangement with a community college

The continuing education program at South Carolina State University demonstrates how an HBCU can significantly expand its service area and its client base through collaborative arrangements. Collaborations may take a number of different forms such as:

- arrangements with community colleges to accept their students into bachelor degree programs;
- participation in consortia of four year institutions with each providing different course offerings; and
- cooperative agreements with governmental bodies or industry.

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Collaborative arrangements enable institutions to extend their services beyond historic and geographic boundaries. In addition to helping institutions to reach new clienteles, such involvements contribute to enhanced opportunities to upgrade the skills of a larger segment of the population. This is especially important in rural areas where people are geographically dispersed. Other approaches may be more effective for urban areas.

University of The District of Columbia

FACTS	
Location	Washington, D.C.
Carnegie Classification	Comprehensive I
Control	Public, Four Year, Metropolitan Land Grant
1994-95 Enrollment	10,599
Economic Environment	Large Urban Area (>1,000,000) 7.4% Unemployment Rate 14.4% Poverty Rate

The University of the District of Columbia (UDC) is a Comprehensive I, land grant institution situated in the heart of Washington, D.C. — the nation's capital. It was founded in 1977 by consolidating The District of Columbia's Teachers College, Federal City College, and the Washington Technical Institute under one management. The history of the institution is an interesting one. In 1851, Myrtilla Miner founded a "school for colored girls." It became Miner Normal School in 1879 and was made part of the public school system. Meanwhile, Washington Normal School was established in 1873 for white girls, and was renamed Wilson Normal School in 1913. The two schools merged in 1955 to form the District of Columbia Teachers College.

Both Federal City College, a liberal arts institution, and Washington Technical Institute were founded in the early 1960's to meet the educational needs of the District of Columbia. They were both granted land grant status in 1968. After a series of administrative and legislative acts, all three institutions were consolidated into one in 1977 (The University of the District of Columbia 1995 Self-Study Report, "Stepping into the 21st Century," February 23, 1995).

Unique in status and in setting, UDC is also unique in several other aspects:

- It is an open admissions institution.
- The population served is from all over the world: 52 percent are native to the District, 24 percent are foreign born, and the rest are from other parts of the United States.
- Almost 90 percent of incoming students require basic instruction skills in English, 43 percent in reading, and 85 percent in mathematics.

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- UDC is subject to the vicissitudes of the tenuous financial status of the District of Columbia.

The University occupies three campuses in the Northwest sector of Washington, D.C., but its service area encompasses the entire city.

Serving an Urban Population

The Provost of UDC spoke passionately about the commitment of the University to provide the education necessary for District residents to "acquire careers, occupations, and professions" and to "promote a healthy, energized community by focusing teaching and research on the community's problems." This commitment is embodied in the University's mission statements.

Mission. In 1995, UDC was undergoing major administrative and organizational changes. One such change was reflected in the differences between its approved and its proposed mission statements. The existing mission, approved in 1977, reads, in part:

Among the land grant institutions of America, the University of the District of Columbia has a unique opportunity to direct the land grant traditions of teaching, research, and public service to urban problems. Aware of the urgent need for strengthening intercultural harmony, the University is committed to fostering an appreciation of the variety of cultural styles which characterize our city and the American people.

The proposed mission statement, which had not been approved at the time of data collection for this study, shows a somewhat different focus:

As an urban institution serving a diverse population, the University focuses and deploys its resources toward identifying and alleviating urban problems, especially those of the Nation's Capital.... Its urban land grant status affords it unique opportunities to perform teaching, research, and service activities that extend into the community at large and that touch on personal and family daily living issues...

The latter focus acknowledges that Washington is comprised of persons from many different backgrounds. It also emphasizes the importance of using the institution's resources to meet community needs. For UDC, the community includes the population of Washington, DC as well as some of the surrounding areas.

Labor market area. The larger Washington Metropolitan Statistical Area (MSA) includes counties in Maryland as well as counties and cities in Virginia. While the District of Columbia is the economic center of this expansive region, it represents only a small portion of the total economic activity of the area. The larger region tends to compare favorably with the rest of the nation on economic indicators such as unemployment rates and poverty rates. The District of Columbia, by itself, is significantly higher on these variables than the rate for the region. For example, the poverty rate for the region was at 6.1 percent in 1989 (1990 Census data) while the poverty rate for Washington was at 14.4 percent.

Occupational employment projections developed by the District of Columbia Department of Employment Services (1994) indicate that the region will experience an

annual average total employment growth rate of 2.5 percent to the Year 2000. There are about 60 specific occupations in which jobs are projected to increase by an average of at least 50 annually. *Occupations with a 70 percent or higher anticipated growth rate include: paralegal personnel, office machine servicers, computer operators, teacher aides, food preparation workers, and elementary school teachers.*

Mobilizing Resources to Meet Diverse Needs

The educational needs of the District are affected by the future availability of jobs, the poverty rate of the area, and the unique makeup of the District's population. UDC has organized its continuing education unit — The Continuing Education Program — to make maximum use of the resources available to meet the needs of the citizens and residents of the District of Columbia.

Identification of needs. Several sources of information are used to design the program. Requests from the District of Columbia Government are given particular attention since it has been the single largest and most consistent user. Program staff review labor market data published by the D.C. Department of Employment Services which points out general occupational trends. *Staff also are closely attuned to changes in Federal and District policies to determine implications for the program.* For example, the decision of area hospitals to require recertification for all nurses aides meant that 2,000 nurses aides needed training. UDC bid for, and won, the contract to provide the training. The Continuing Education Program is able to identify, and move quickly to respond to, needs due to its organizational structure and staffing plan.

Administrative organization. The Director of Continuing Education reports directly to the Provost and Vice President for Academic Affairs. Interaction with academic departments of the University is informal and based on contacts for courses to be offered in the Continuing Education Program. Faculty help to design new curricula and courses; and in some cases, they may also teach in the program. *Faculty are paid for these extra services by an internal contractual arrangement with the departmental chairs.* Most of the teaching is performed by teachers hired directly by the Program.

Operating with a very small administrative staff — the Director and a secretary — the Continuing Education Program uses program directors to coordinate the direct delivery of services to the public. Among the program areas are Employment and Training which provides services on an ongoing contractual basis to the District of Columbia Department of Employment Services; the Youth Offender Program which provides vocational skills training; the Lorton Prison Program which provides basic and vocational skills training; and the Health Aide Program which prepares persons for certification. In addition to these programs, the Continuing Education Program provides (1) certification training for taxicab drivers, *food handling supervisors*, and real estate brokers; (2) preparation for the General Education Development test; (3) retraining for dislocated workers, and (4) English as a Second Language (ESL) training.

The Director of Continuing Education and the respective program directors meet monthly to review offerings and to make decisions regarding programs. As long as the activity can be provided within the Continuing Education Program's space and can be offered within the Program's budget, no one else reviews the decision to proceed. If an offering requires the assistance of an academic department, then the departmental chair is consulted. *This simplicity of organizational administration is essential given the geographical dispersion of the Continuing Education Program.*

Locations. Consistent with its philosophy of seeking to address urban problems, the Community Education Program is headquartered just off 14th Street in Northwest Washington (away from the main Van Ness Campus on Connecticut Avenue, NW). In addition to the headquarters site, where many courses are offered, there are sites in downtown Washington on Vermont Avenue, at a youth offenders facility, at a prison unit, and on the main campus.

Employees of the District of Columbia are able to enroll in computer courses and management skills improvement courses at their work sites. Clients of District government agencies may take basic skills courses and ESL classes at District facilities.

Program activities are offered at locations that are deemed to be most accessible for the clientele. The Continuing Education Program is the arm of the University that provides outreach services and training to the residents of the Washington metropolitan area. This is facilitated by offering programs at sites throughout the City.

Program structures. All courses offered by the Continuing Education Program are non-credit. *The unit provides a continuum of courses that help individuals prepare for the workforce.* Basic skills and ESL classes are often required before students are able to begin certification courses. Certain occupations in the District require certification (e.g., taxicab drivers, food handling supervisors, health environment technicians, health aides). Persons with minimal English language skills are able to gain ESL training and certification training through the continuing education program.

The continuing education program offers extensive training in computer skills, and provides computer assisted learning. The Computer Maintenance and Repair Certificate program has samples of all the leading personal computers on the market for students to dissemble, study, and reassemble.

In addition to providing certification training for many occupations, *the Continuing Education Program also serves as a point of entry to the University for many students.* According to the Director, 56 percent of the students who take continuing education courses go on to take additional courses at the University.

Organizing for Effectiveness

The Community Education Program has been organized so that (1) resources can be quickly mobilized to respond to requests for training, (2) training sites are easily accessible, and (3) course offerings meet the needs of the diverse population of the District of Columbia. By locating its headquarters in one of the most economically depressed areas of the City, the Continuing Education Program demonstrated its commitment to contributing to the economic improvement of the District.

Promising Practices/Key Elements

- Focuses on mission
- Understands community needs
- Uses non-bureaucratic organizational structure
- Provides services in convenient locations
- Offers a wide array of services
- Uses technology to deliver instruction
- Provides basic skills instruction
- Maintains ongoing relationship with District government

UDC recognizes the diverse needs of the residents of the nation's capital. Many are new to the country; many are new to the District; many do not speak or read English; and many are unskilled. The Continuing Education Program reaches out to all of the residents (free and incarcerated) and attempts to meet their needs for educational and vocational training. The University's academic, physical, and personnel resources are fully utilized to provide instruction that spans the gamut from the most basic to the highly specialized.

Delaware State University

FACTS	
Location:	Dover, Delaware
Carnegie Classification:	Comprehensive II
Control:	Public, Four Year, Land Grant
1994-95 Enrollment:	3,381
Economic Environment:	Small City (<100,000) 6.7% Unemployment Rate 10.2% Poverty Rate

Established by the Delaware General Assembly under the provisions of the Morrill Act of 1890, Delaware State University was originally named The State College for Colored Students. In 1947, the name was changed to Delaware State College. The institution attained university status in 1993, at which time it was named Delaware State University. It is a public, 1890 land grant, Comprehensive II institution.

While 92 percent of its students are undergraduates, the institution does offer master's degrees in biology, chemistry, business administration, education, physics, and social work. Sixty-nine percent of the undergraduate students are African American and 26 percent are Caucasian. Of the approximately 300 graduate students, 53

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percent of them are white. Most of Delaware State's students are enrolled full time, with 18 percent enrolled part-time; most of the part-time students are white.

Located in the middle of a compact, three-county state, Delaware State University draws students from neighboring states of New Jersey, Maryland, and Pennsylvania. However, 68 percent of the students come from Delaware. With its main campus located in Dover, Delaware State University is the public four-year institution closest to the population of the southern part of the state. Thus, it is the campus of convenience for many commuter students. The institution also offers off-campus programs about an hour's drive from Dover in each of the other two counties of the state.

Serving Different Population Centers

The State of Delaware consists of three counties: New Castle to the north (home of Wilmington, Delaware), Kent in the Center (the location of Delaware State University and Dover, the State Capital), and Sussex to the south. Ranked 49th in the nation in size, Delaware is only 96 miles long. Because of the State's size, Delaware State University is able to offer programs in the north, central, and southern regions of the state.

While recognizing its heritage as a historically black institution, the University now serves a diverse student population. The mission is to "... provide for the people of Delaware, and others who are admitted, meaningful and relevant education that emphasizes both the liberal and professional aspects of higher education."

Building Regional Programs

The continuing education efforts of the University uphold this mission by offering both credit-bearing degree programs and non-credit bearing classes. Programs are offered on the main campus in Dover and at two off-campus sites: one in New Castle County (Wilmington) and one in Sussex County to the south.

Programming for the Dover area. The continuing education offerings on the main campus are coordinated by the Assistant Vice President for Continuing Education and Summer Programs, who reports to the Vice President for Academic Affairs. The major focus of these non-credit courses is on professional development and personal development. Some courses are offered by University faculty and others are offered by local community practitioners. Most of the credit-bearing offerings are provided by the two off-campus sites.

Most of the continuing education offerings of the main campus are not geared toward economic development. *However, three outreach efforts, all in the Business School, exist solely for that purpose. They are: Minority and Small Business Entrepreneurial Center (MASBEC), Small Business Development Center (SBDC), and the Delaware Procurement Technical Assistance Center (DPTAC).* The off-campus continuing education functions are supportive of economic development.

Programming at off-campus sites. Each of the two off-campus programs operates under the auspices of a director who reports to the Vice President for Academic Affairs. The Sussex County program operates in a State

Higher Education building in a rural area near the southern border of the state. The principal occupant of the building is the Delaware Technical and Community College; but the University of Delaware, Wilmington College, and Delaware State all share the facility. *The directors of the programs for these different institutions meet to coordinate their various programs to avoid duplication or competition.* Delaware Technical and Community College is a feeder school for the four-year programs, and students can take courses simultaneously from more than one institution.

The Director of Higher Education, Delaware State University - Sussex, surveys area employers regarding their higher education needs. One such survey identified the need for employees with strong preparation in biology to work in an animal vaccine production company. The Director arranged with Biology faculty from the main campus to prepare the curriculum for a master's degree program to be offered at Sussex during evening hours.

The Wilmington Center operates in much the same manner as the Sussex site. It offers three master's level programs in addition to other credit and non-credit courses. Both University faculty and local practitioners serve as course instructors. The directors of the off-campus sites negotiate directly with department chairs at the Dover campus for faculty to teach their credit courses.

This configuration, of offering courses on the main campus and at two satellite locations, enables citizens in all regions of the state to partake of Delaware State's educational offerings. Because the sites are shared with other higher education institutions with different offerings, students may, on a flexible schedule, complete courses from the GED level through a master's degree. Delaware State's students are able to take advantage of offerings from their own institution and from other colleges and universities.

Delaware State University is in the position of using its strongest academic programs to positively influence economic development throughout the state. Its continuing education program mainly focuses its efforts to supporting the *human capital development role.*

Using Location to Advantage

Although the age of electronic communications renders it possible to provide instruction to persons in almost any location in the country, the geographical location of an institution still has an impact on its ability to affect its economic environment. With its main campus centrally located in the state, Delaware State University has been able to develop programs that serve the entire state.

Promising Practices/Key Elements

- Offers services in three population centers
- Operates each unit independently of the others
- Draws upon academic departments for faculty expertise
- Conducts separate needs assessments for each area
- Matches offerings to industry needs
- Uses strongest academic offerings
- Shares space with other higher education institutions

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Delaware is a state with urban, small town, and rural areas. Delaware State University, by virtue of its location in the center of the state, has been able to develop continuing education programs that respond to citizens in the northern urban area, to citizens in the central area with small towns, and to citizens in the southern rural areas. By, in effect, establishing three independently operating continuing education programs, the institution has been able to take advantage of its location in each area. The offerings in each location respond to the special needs of that locale.

Hampton University

FACTS	
Location	Hampton, Virginia
Carnegie Classification	Comprehensive I
Control	Private, Four Year
1994-95 Enrollment	5,769
Economic Environment	Small City (<100,000) 5.5% Unemployment Rate 11.4% Poverty Rate

Located on the Virginia Peninsula where the James and York Rivers join, Hampton University commands a picturesque presence. It is a Comprehensive I, coeducational, nonsectarian, private institution. It was established in 1868 as Hampton Normal and Agricultural Institute. In 1930, the name was changed to Hampton Institute to reflect the expanded role the institution was playing in industrial society.

In 1984, after more than a century of expansion and growth, the name was changed to Hampton University in recognition of the historic evolution of the institution. The name Hampton Institute was retained to refer to the Undergraduate College. At the time of this change, two other principal units of the institution were identified: the Graduate College and the College of Continuing Education.

Of Hampton's 5,769 students enrolled in 1994-95, 445 were graduate students. Most of the undergraduate students (60 percent) reside on the campus. The enrollment is mainly reflective of the school's heritage with 85 percent of the students being African American, 10 percent being Caucasian, and other ethnic/racial groups comprising the remaining five percent. Hampton draws 80 percent of its students from outside the State of Virginia.

Building on the Military Presence

Hampton is uniquely situated in an area that is dominated by military installations. The region is the hub of Norfolk-Newport News-Portsmouth military defense activity provided by the United States Navy. It is fed by the National Aeronautics and Space Administration's Langley Research Center, Langley Air Force Base, and Fort Monroe (an Army installation).

The economy of the region has been historically dominated by military activity. Approximately half of the area's labor force is involved in services and government employment. Virginia Employment

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Commission (1994) projections to the Year 2005 indicate that the greatest occupational growth will be in the area of professional and technical occupations, service occupations, and administrative support occupations.

Encouraging Economic Growth

Under the entrepreneurial leadership of its president, Hampton University has embarked on several business development efforts. The institution owns a shopping center and an apartment complex on property adjoining the campus. The College of Continuing Education and several other university programs, along with commercial businesses, are housed in the shopping center developed by Hampton University.

Filling Special Needs

The College of Continuing Education at Hampton has developed its program around the needs of adult learners who are interested in for-credit courses in professional, technical, and administrative fields. The program offers certificates as well as associate, bachelor, and master's degrees. Continuing education is viewed as "... *a lifelong process which builds upon the knowledge, skills, and attitudes of the individual....*" The program functions exclusively to accommodate the adult learner with an alternative way of meeting educational goals.

Identification of needs. According to the Dean of the College of Continuing Education, the goals of the program are to prepare students to:

(1) get a job;

(2) be promoted;

(3) be able to attain a degree via non-traditional means; or

(4) gain recertification for teaching.

With these clearly established goals, Hampton chose to make the offerings in continuing education completely different from those of the regular day-time academic programs. *For example, all of the degree majors offered through continuing education are different from those of the Undergraduate College and the Graduate School.*

Developing programs to meet needs. The College of Continuing Education offers bachelor's degrees in: General Studies, Emergency Medical Systems Management, Paralegal Studies, Business Management, Fire Administration, Systems Organization and Management, and Nuclear Engineering Technology. Courses are designed and developed based on the requests of the client population. *The major clients are the military installations and local governmental agencies.*

Program areas are coordinated by four educational specialists who have responsibility for arranging courses, recruiting faculty, registering students, counseling students, and in some cases, teaching. The responsibilities of the specialists are divided as follows:

- Director of the Langley Center and Chairperson of the Business Management Program;
- Coordinator of the Fire Administration and the Emergency Medical Systems Programs;
- Coordinator of the Nuclear Engineering Technology Program for the Navy and oversees the Nurse Practitioner Licensure Program, the

Systems Organization and Management Program, and the General Studies Program; and

- Coordinator of the Paralegal Program and for Teacher Recertification courses.

The organization of the unit as well as the offerings highlight the populations served by the program — military and government workers.

Making courses accessible. Recognizing that working adults needed courses that were easily accessible to their jobs, the College of Continuing Education at Hampton offers classes on the main campus as well as at Langley Air Force Base, Fort Monroe, Huntington Hall (Newport News Shipyard), Fort Eustis, Riverside Hospital, Patrick Henry Airport, and at various fire stations throughout the Peninsula area.

In a further move to make courses convenient to students, Hampton offers both day time and evening courses. The College of Continuing Education uses practitioners rather than regular faculty to teach most of its courses. Therefore, scheduling around other courses is not an issue. *The College operates on a calendar year schedule and offers five 9-week evening sessions each year to permit students to complete a four-year degree program in four years.*

Creating Niches

By focusing on military installations and governmental entities and by developing degree programs in response to the needs of those clients, Hampton has a well-defined niche in strengthening the job skills of persons in the Peninsula area. The special niches are in providing degrees in fire administration, emergency services, and paralegal studies. By having the ability to operate independently, by identifying needs of the local labor market, and by responding to those needs, Hampton University has been able to carve out a niche for its continuing education program that is unrivaled in the area. The unique configuration of the local labor market, coupled with the unique organization of the continuing education program, enabled the institution to draw upon relationships and use its resources to tailor offerings for the military and government.

Promising Practices/Key Elements

- Understands community needs
- Maintains strong relationship with military sector
- Establishes niches
- Identifies needs regularly
- Assigns staff strategically
- Operates independently
- Offers services at client sites

Hampton has been able to develop and maintain a thriving continuing education program that focuses almost exclusively on serving the public sector of the economy. The continuing education staff systematically studies the labor market needs of the area, identifies the major public and private contributors to the economy, and develops relationships with key players.

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Texas Southern University

FACTS	
Location	Houston, Texas
Carnegie Classification	Comprehensive I
Control	Public, Four Year, Land Grant
1994-95 Enrollment	10,078
Economic Environment	Large City (>1,000,000) 6.3% Unemployment Rate 15.1% Poverty Rate

Relatively young, Texas Southern University was established in 1947 for the purpose of serving the black population of Texas. The Comprehensive I, land grant institution is located in Houston. By 1995, the institution had grown to serve more than 10,000 students annually. The scope of the institution has been broadened to provide educational opportunities for all Texas citizens and, to a lesser extent, for a world citizenry.

The University defines itself as a special purpose institution for urban programming which offers programs and instruction leading to baccalaureate, master's, professional, and doctorate degrees through four schools and four colleges.

Determining Program Needs

The Houston Primary Metropolitan Statistical Area (PMSA) contains a population of 3.6 million people, which makes it the nation's eighth most populous metropolitan area, and it is Texas' largest metro area. Houston proper has a population of 1.7 million inhabitants. Houston is an international city. One in eight Houstonians (more than 500,000) is foreign-born. Houston represents the nation's sixth largest concentration of Hispanics and its largest concentration of Asians.

Houston is in the somewhat enviable position of having more trained employees than skilled jobs require. Many college graduates are working in jobs that would be filled elsewhere by high school graduates (MacGillivray & Richmond, 1996).

The College of Continuing Education's mission is

"... to remain fiscally sound while delivering quality service and programs which augment the goals of the University, College and School, and urban community through broadbased collaboration."

Its vision is to provide lifelong learning opportunities for urban citizens. Through collaboration with university schools and colleges in credit and non-credit initiatives, its goals are to:

- promote professional and personal enhancement for a diverse population;
- extend the research and teaching capabilities of the University to

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community constituents for economic growth and development;

- develop training opportunities for business and industry; and
- develop programs and services designed to utilize the educational strengths for uplifting the community.

Collaboration with the other institutional units is facilitated by the organizational structure of the University. The Dean of the College of Continuing Education reports to the Provost, as do all the other deans. The continuing education program is integrated with the academic units of the University and all continuing education classes and programs are offered through that unit.

Planning Strategically

The Dean and the staff of continuing education engage in a strategic planning process including a "SWOT (strengths, weaknesses, opportunities, and threats) Analysis" to determine the economic and social environment and the windows of opportunity in which the continuing education program has to operate. As a part of this analysis, the College of Continuing Education conducts surveys of, and makes contacts with, businesses and governmental agencies to identify the educational requirements of the service area. Using the collected information, the College develops a strategic plan for the continuing education program. The plan addresses the mission of the University and the mission of the College of Continuing Education; it identifies state and national trends for enrollment in continuing education programs; and it highlights the needs of the Houston economy. The plan specifically calls for the University to address two critical issues: resource allocations and collaborations.

Establishing and Cultivating Relationships

College of Continuing Education staff focus on cultivating relationships both internally and externally. The internal need is for staff to work with academic departments to develop and implement credit programs that are offered through continuing education.

The external need is for staff to continue to establish and cultivate relationships with businesses, governmental agencies, professional organizations, and community agencies. Existing relationships include:

- a partnership with the North Forest Independent School District to provide staff development and training for the clerical and secretarial staff with Texas Southern University providing classes in English, Microsoft Word, and Excel for more than 200 secretaries and clerical assistants;
- a three-year contract jointly held by the College of Continuing Education and the School of Technology with the Compaq Computer Company which calls for the training of computer technicians on site at Compaq;
- provision of the Chemical Dependency Counselor Training Program which produces state-certified abuse counselors;

- granting of Continuing Education Units (CEUs) for seminars and training for such groups as the National Urban League, National Alliance of Black School Educators, Catholic Charities, and Black Social Workers; and

- membership by the University President and several senior University officials on the Board of Directors of the Greater Houston Partnership, an economic development initiative.

The latter collaborative effort is designed for colleges and universities to be actively involved in rebuilding Houston's economy. The College of Continuing Education at Texas Southern University is engaging in the strategic planning and the cultivating of relationships that will enable it to play a significant role in rebuilding Houston's economy.

Promising Practices/Key Elements

- Focuses on mission
- Assesses community and industry needs
- Collaborates with other institutional units
- Develops a strategic plan
- Integrates programs with academic units
- Cultivates relationships
- Collaborates with school districts, industry, organizations, and governmental entities

The College of Continuing Education at Texas Southern University has been successful in building collaborative relationships with business, industry, and government for a number of reasons. One, the leadership of the College promotes collaboration with other units of the institution. Two, the program carefully assesses community and industry needs. Three, the findings are used to plan programs strategically. Four, the College recognizes that relationship building is an ongoing process. Consequently, it is involved with the economic development of the Houston area.

Summary

These vignettes about nine HBCUs describe the functions of their continuing education programs within the context of their economic environments. Most of them provide offerings that support their institutional missions.

Approximately half of the programs choose offerings based on the results of labor market data and community assessments. Offerings range from basic skills instruction to master's degrees. Client bases are equally broad and include individuals, governmental agencies, military installations, school districts, and to a lesser extent, businesses.

For the most part, HBCUs are fulfilling human capital development and business development roles as they support the economic development needs of their service areas. Continuing education departments at HBCUs facilitate institutional involvement with the development of their communities. They have the capacity to do even more.

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Chapter 4

Milestones on the Road to Economic Development: A Model

No doubt, all of the Historically Black Colleges and Universities in the United States will recognize elements of their own educational programs in the promising practices and key program elements described in the preceding chapter. The challenge for institutions seeking to become more actively involved in economic development efforts is to organize an effort that optimizes use of institutional resources to benefit their service areas. The continuing education unit of a college or university, as the arm responsible for extending learning opportunities to adult students, may be the ideal department for extending the institution's resources to the larger community.

The study revealed many areas of strength that HBCUs can build upon to expand their involvement with economic development.

- Economic development activities that were closely aligned with the mission of the institution tended to have greater internal support and more external participation.
- The chief executive officer's commitment to economic development, as well as that person's leadership style, affected the continuing education's program's focus and offerings. However, the more autonomous the program, the greater the likelihood that the focus and offerings would be influenced by the director of continuing education.
- Programs built on the strengths of the institutions' academic departments were more likely to be heavily subscribed than those that used adjunct faculty. Exceptions were seen in cases where the program catered to a particular market such as governmental agencies or military installations.
- Institutions that cultivated and sustained collaborative arrangements with other educational entities or organizations tended to have flourishing continuing education programs.
- The personality and leadership style of continuing education program staff affected the program's involvement with external agencies and organizations.

The study also identified some areas that need strengthening if institutions are to adequately serve their communities, business, and industry.

For example,

- Many institutions do not use labor market data to determine current and future training needs; nor do they conduct community assessments to determine the needs of potential consumers. Continuing education offerings are often based on enrollment history, rather than future occupational trends.
- The planning process is often short-circuited in continuing education departments. Consequently, programs tend not to focus on any particular audiences or specific goals such as economic development.
- Community leaders, business people, and economic development personnel tended to be uninformed about the faculty expertise and resources that HBCUs have available.
- Many HBCUs are involved in economic development activities through schools of business. There is little or no coordination of services between continuing education departments and business programs though both serve adult populations who are in the workforce.

One of the National Education Goals includes the objective that *"All workers will have the opportunity to acquire the knowledge and skills, from basic to highly technical, needed to adapt to emerging new technologies, work methods and markets through public and private educational, vocational, technical, workplace or other programs."* This objective embodies the notion of providing lifelong learning opportunities for working people. Although most continuing education programs espouse a similar aim, many of them are not closely aligned with the workplaces of the nineties. They may not, therefore, be able to provide adults with the knowledge and skills needed to adapt to emerging technologies, work methods, and markets.

If continuing education programs are to serve adult populations well, it is important that they provide offerings that will help individuals, businesses, and communities thrive and make the transitions and transformations necessary for functioning within a 21st Century global economy. In so doing, they can make significant contributions to the local, regional, and state economies in which they find themselves.

HBCUs are similar to, and different from, other institutions of higher education. The model presented here acknowledges the similarities and the differences. The similarities will facilitate bridging gaps between HBCUs and the larger community; the differences will enable HBCUs to play roles that other institutions cannot play.

The Continuing Education Economic Development (CEED) Model

Higher education institutions, particularly HBCUs, can enhance their involvement in economic development by following the steps outlined in the Continuing Education Economic Development (CEED) Model. The requirements of the CEED Model, as shown in Figure 1, are that continuing education programs:

(1) develop offerings that focus on the mission of the institution;

(2) gain top-level administrative support for involvement with economic development activities;

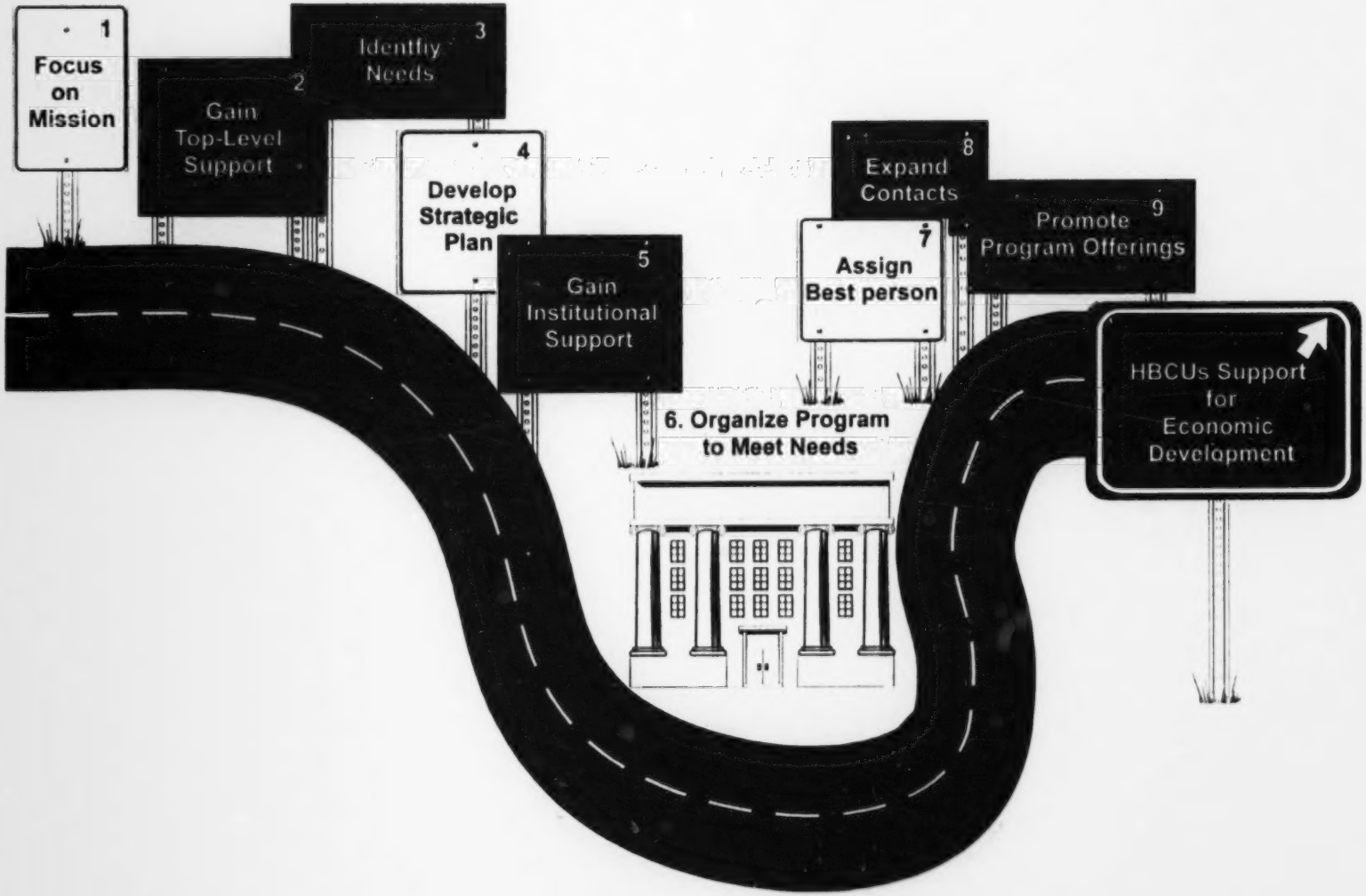

Figure 1. Continuing Education Economic Development (CEED) Model

(3) identify the current and future labor market needs of the community, region, and state;

(4) develop a strategic plan in response to those needs;

(5) gain faculty and staff support for institutional involvement with economic development;

(6) organize the program around community needs and develop responsive offerings;

(7) assign the best person(s) to coordinate activities;

(8) expand the institution's network of contacts; and

(9) promote program offerings aggressively.

For optimum effectiveness, an institution will need to embrace each element of the model. Figure 1 provides a graphical depiction of the interrelationship of the nine elements in an institution's quest for increased involvement with economic development. Although the model suggests an ordinal relationship for the nine components, some activities may actually occur in tandem or in conjunction with other elements, depending upon whether the program is well established or just beginning. All of the components are essential, however, for a continuing education program to actively and aggressively support economic development of its community, region, or state.

1. Focus on the Institutional Mission

Institutions of higher education are founded in order to respond to specific needs. Continuing education programs operate to extend the institutional resources to nontraditional constituencies. This is best accomplished when the outreach services offered by continuing education draw upon the expertise and academic strengths that are internal to the college or university.

For example, institutions with a strong teaching mission might best focus on teacher education as its major contribution to economic development. Liberal arts colleges and universities that focus on developing leaders might offer leadership development training for individuals, businesses, community-based organizations, and governmental bodies. Land grant institutions might consider fulfilling their service mission by offering their agricultural or technological research findings and expertise to support the efforts of local economic development agencies and community development groups.

2. Gain Top-Level Administrative Support

Involvement with economic development requires a major commitment from the leadership of a college or university. It is critically important, for several reasons, that the

president or chancellor fully supports and endorses the institution's involvement. First, the chief executive officer (CEO) of the institution will need to serve as a major spokesperson for the effort. This includes informing internal and external audiences of the integral reciprocal relationship between the institution's well-being and the well-being of people in surrounding communities. It will help if the vision for the institution, as articulated by the leader, includes workforce preparation and opportunities for skill enhancement by individuals. Second, the involvement may require the institution to commit additional financial resources for research, faculty support, facilities and equipment, or promotional activities. The CEO will need to be prepared to seek the resources from public or private sources and be prepared to justify the need. Third, institutional policy and administrative changes may be necessary so that faculty can be rewarded for involvement with community activities and so that programs can be developed with minimal bureaucratic hurdles. Top-level administrative support for the institution's economic development activities must be present and visible to the public. The commitment needs to be consistently verbalized and followed by definitive actions that are apparent to community observers.

3. Identify the Labor Market Needs of the Community, Region, and State

American society is undergoing rapid changes that dramatically alter, within the span of a few years, training and educational needs. The information superhighway was unheard of a decade ago; today it is commonplace. Occupations and jobs are changing equally rapidly. Within the last decade technological innovations have rendered many occupations obsolete (e.g., typist) and created new jobs (e.g., word processing operator). Continuing education programs, to be effective, must know the needs of their service areas whether they are local, regional, or statewide in scope. They may gain pertinent information from many difference sources.

Conduct labor market studies. It is imperative that program staff conduct routine and systematic analyses of labor market data to ensure that program offerings meet current and future needs. The following resources may be used:

- Data on current and projected national economic trends from the Bureau of Labor Statistics, U.S. Department of Labor;
- Job growth projections from the state labor department or State Employment Security Agency (SESA);
- Industry, business, and public sector growth information from local economic development agencies;
- Bi-annual surveys (either mail or telephone) of business, industry, government, and educational organizations; and
- Focus group sessions with representatives from targeted groups: community leaders, Chamber of Commerce, superintendents of schools, African American business owners, manufacturers' associations, public health officials, governmental officials, professional associations, ministerial alliances, and other community organizations.

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The purpose of this process is twofold. One, it provides information about likely job openings and growth occupations. Two, it allows the continuing education program to put its finger on the pulse of the community it serves and learn what the market needs. Program implementers will then be able to target continuing education offerings to the projected areas of need.

Determine program targets. Based on the labor market studies, the continuing education program will be able to determine the types of program offerings that will best address projected market needs. Armed with current information, the program can then develop a plan for how it will respond to, and help to meet, the economic development needs of the community.

4. Develop a Strategic Plan

College business management and business administration programs point out to entrepreneurs and business managers the importance of developing and using a business plan. Continuing education programs are no different from other entrepreneurial ventures. Program administrators are seeking to provide a service to a market area. They, too, need to have a strategic plan for how they will develop, market, finance, and provide those services. Strategic plans need to cover three to five years, include annual work plans, and be subject to annual reviews to make revisions. There are concrete steps that must be taken to develop a useful plan.

Involve academic departments in the development of the plan. Continuing education offerings involve extending internal institutional resources to the surrounding community; it is critical that the developers of those resources (faculty members) be involved in deciding which ones can best be offered externally. Provide the department chairs with a copy of the labor market needs report and then consult them either individually or collectively to determine ways in which their departments might help to respond to identified community needs.

Identify the strongest offerings that match needs. The continuing education department, like a business, is seeking to sell services to the community. Therefore, it should offer only its best. Every department in the institution will not have suitable offerings. Carefully assess which departments can realistically provide the services that will match the needs of the market and ascertain which faculty members can best deliver those services.

Provide incentives to faculty. In the discussions with department chairs, seek their guidance on rewards that might be provided to faculty members who contribute their time and energies to economic development activities. Determine if the institution's system of compensation will acknowledge community service in the consideration of tenure, salaries, and promotions. If it does not, seek to change it. If it does, make the provisions known to faculty members. Indicate whether service through continuing education will result in reduced teaching loads, additional consideration for tenure and/or promotions, or additional earned compensation.

Form liaisons with academic departments. After agreement is reached with department chairs regarding their level and type of commitment, formal liaisons need to be established between continuing education and the cooperating departments. This might result in an Economic Development Task Force with the responsibility for setting goals and developing a program of offerings that address the identified needs of the community.

Establish goals that are consistent with the institutional mission. As was mentioned previously, all the activities and initiatives of the continuing education program should be complementary to the mission of the parent institution. If the institution's mission is teaching, research, and service; then the goals should be related to these areas of emphasis. One or more of the goals may specifically focus on economic development activity. For example, the goals may be to:

- Provide lifelong learning opportunities to adults within a 50-mile radius of the institution.
- Offer teacher education and recertification training for all school districts within the service area.
- Develop technical training programs for business and industry based upon faculty expertise resident in the School of Engineering and the Department of Computer Science.
- Collaborate with other higher education institutions to provide leadership training for community-based employment and training organizations.

All four goals build upon the teaching, research, or service mission of the institution. The latter two focus specifically on traditional economic development initiatives — one for business and industry and the other for community organizations.

Set measurable annual objectives. In order to gauge the progress the program is making toward meeting its three-to- five-year goals, the strategic plan should include annual performance and outcome objectives for each goal. And the objectives need to be measurable. A first year objective for the third sample goal above might be to:

> Establish cooperative agreements with one computer company to provide training for its computer technicians and with one car manufacturer to provide training for its chassis assembly technicians.

By stating explicitly what the program hopes to accomplish, implementers have a roadmap for the year's activities as well as a gauge for determining whether they made the planned progress.

Establish timeframes for implementation. Based on the boldness or modesty of the goals and objectives, the continuing education program may be able to implement some activities immediately. Others may require considerable time for development. The plan needs to stipulate what will happen when. And it needs to include strategies for informing target markets about the availability of offerings.

Outline marketing strategies. Business, industry, and governmental leaders are often unaware of the resources, expertise, and

offerings available from HBCUs. Continuing education programs that are seeking to extend the institution's services into the larger community need to assess carefully what strategies will best promote the institution.

Outreach efforts might include:

- calling and visiting business, industry, government, and community agencies;
- using the mass media (i.e., television, radio, newspapers, magazines) to promote programs by advertisements, feature stories, and talk shows;
- sending personalized letters to target audiences;
- distributing flyers and posting signs in strategic locations; and
- assigning spokespersons to meet with community groups, professional associations, and business leaders.

Whatever promotional strategies are adopted will require financial resources. All will be used to present the institution's image to the public. *It is important that outreach be done well.*

Prepare a 1-, 2-, and 3-year budget. Another element of the strategic plan is the budget. It needs to take into account all of the preceding aspects with special emphasis on the promotional needs. The budget should include projections of revenues expected to be generated by the program's involvement with economic development activities and the associated expenses. It is expected that expenses will decrease and revenues increase over the three years. *In fact, any program purporting to contribute to economic development should be self-sufficient by the end of three years.*

Include an evaluation plan. To ensure that the program is progressing well or making needed modifications, the strategic plan must include an evaluation component. The evaluation plan must allow for a comparison of projected versus actual accomplishments on every dimension: goals and objectives, program activities, promotional strategies, and budgetary operations. Difficult as it may be, the evaluation plan must stipulate what will entail success or failure for the program.

5. Gain Institutional Support

After the strategic plan is developed by continuing education personnel in consultation with academic departments, it is time to gain overall institutional support for greater involvement with economic development efforts. This process, though tedious, is imperative. Without endorsement by institutional leaders and support from faculty and staff, the program is doomed.

Present plan to institutional leaders. Although the CEO will have already endorsed the general concept, it is important that the institutional leader be informed about the elements of the strategic plan. This will enable him or her to refer to specific aspects of the institution's involvement when addressing the public. The director of continuing education needs to present the strategic plan to the president/chancellor and other senior-level institutional officials. The presentation will be strengthened by the participation of academic

department chairs. The goal is to demonstrate the benefits that will accrue to the community and to the institution as a result of implementation of the plan.

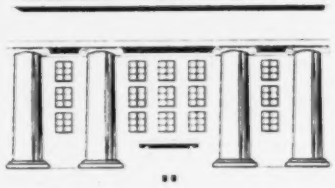
Among the possible benefits to the community are enhanced skills and capabilities of the workforce; improved production and manufacturing capacities of industry; increased numbers of businesses contributing to the tax base; increased job openings; and an overall improved quality of life. Potential benefits to the institution include increased enrollments; increased revenues to departments; enhanced opportunities for assigning student interns to business, industry, and governmental partners; expanded opportunities for faculty members to share their knowledge and expertise with business, industry, and government; renewed and/or increased prestige in the community; and enhanced role as a key participant in the policymaking process for the community, region, or state.

Present plan to faculty senate. Each participating department stands to gain increased prominence by contributing to the uplift of the community. Presenting the major elements of the plan to the faculty governing body will illustrate the high esteem in which continuing education holds that entity and will highlight ways in which faculty can extend their services to benefit the market area.

Present plan to, and garner support of, institution's governing board. Members of an institution's governing board are often selected because of their ties to business, industry, government, and community organizations. These individuals can serve as powerful allies in implementing program activities. A courtesy presentation of the plan to the governing board may yield significant returns. It is recommended that the continuing education program staff seek the support of the governing board. Different forms of support may be sought. One, the board may be asked to pass a resolution approving the autonomous operation of the program. Two, board members may be asked to introduce continuing education staff to business leaders. Three, board members may be asked to contribute resources to the program. Regardless of the type of request made to the board, it is important that members be familiar with, and supportive of, the institution's economic development efforts.

Among the barriers to institutions developing successful economic development initiatives are lack of faculty interest, and an unfavorable institutional climate. Gaining the support of institutional leaders, faculty, and governing boards will help to alleviate many obstacles. With the support of the entire institution, a strong and viable program can be developed.

6. Organize the Program



Programs that are responsive to the changing needs of the community have several elements in common. They operate with a high degree of independence and autonomy while keeping the institutional leadership informed. They maintain strong liaisons with the academic departments. They have the ability to mobilize resources quickly and respond to requests from

business, industry, government, or community groups. They offer services in convenient and accessible locations — at public schools in residential neighborhoods, on campuses of community colleges, at government offices, or on employers' premises. They provide a continuum of offerings that allow individuals or agencies to build toward certification, degrees, or higher level skills. Successful programs assign sufficient staff with the appropriate mix of skills and competencies to meet program needs.

Operate independently. For a continuing education program to be responsive to community need, it must be able to develop and deliver offerings with minimum bureaucratic hassles. Once the institution endorses the initiative, the program staff needs to have the independence and autonomy to take the ball and run with it.

Maintain liaisons with academic departments. Taking the ball and running with it might mean, for example, being able to contact key faculty members in several departments to help plan and execute a seminar within four weeks for governmental leaders. It might mean requesting that the School of Education develop a course on instructional strategies for the training department of a major business. The key requirement is that continuing education personnel maintain frequent contact with faculty in the academic departments so as to garner resources when they are needed.

Mobilize resources quickly. Business and industry tend to operate on a different time frame than does academia. Answers and actions are needed quickly to respond to real-world problems and issues. Continuing education programs need to be organized and staffed so that they can respond quickly to requests from their clients.

Carve out a niche. The program must acknowledge which segments of the community it can best serve and which of its offerings are the strongest and most likely to be in greatest demand for the foreseeable future. It must also determine which needs other institutions and agencies are already meeting. The key aspect of carving out a niche or niches is to *identify those services for which the institution can be the unique provider in the service area.*

Continuing education cannot be all things to all clients. It must look carefully at the resources possessed by the institution that set it apart from other area colleges and universities and build upon that distinction. The distinguishing characteristic may be related to historic mission, geographic location, surrounding neighborhood, highly acclaimed academic departments, or relationships with governmental agencies. Whatever it is, the program needs to capitalize upon it.

Provide a continuum of offerings. A trademark of a program that is attuned to segments of the community is its ability to tailor seminars, courses, technical assistance, and training to the specific needs of each client. It is also important that the program be able to provide offerings along a continuum so that as clients' needs change the program will still be able to serve them. Collaborations with other higher education institutions, other academic entities, or with businesses will help the program expand its offerings without overextending its resources. For example, some institutions work with public schools, community colleges, and other four year colleges to offer programs in the same facilities so that clients might progress

from basic skills instruction to a master's degree under the same roof.

Use varied strategies and methods. Whether the institution's contributions to economic development are in the form of degree programs, technical assistance to businesses, or technology transfer to industry; it is important that the transmission of information be based on sound instructional strategies. There is a vast body of literature available on adult learners and this resource needs to be drawn upon for developing courses and presentations. Continuing education programs can also draw upon technology to improve instruction and to extend instruction beyond the home campus. Program implementers and faculty should consider the use of computer assisted instruction, distance learning, the Internet, and other technology to meet the needs of potential students. It is important that different approaches and strategies be utilized to ensure that the quality and availability of services are optimized.

Seek feedback on effectiveness. Program implementers need reliable ways of knowing whether or not services are meeting the needs of clients. Among feedback mechanisms that can be used are:

- course or function evaluation forms to be completed by participants;
- periodic mail surveys of previous individual clients to assess changes in employment status and/or income;
- telephone surveys of businesses and industries to gauge perceived benefits of institutional services; and
- focus group sessions for key constituents such as business owners, economic development agencies, Chambers of Commerce, and community organizations.

Results from the feedback mechanisms should provide the director of continuing education with useful information on which offerings are effective and which need revisions, which instructional approaches are well received and which are not, and which delivery modes and locations best serve client needs.

Choose strategic locations. An important aspect of providing responsive services is being able to make the program's offerings easily accessible to the target populations. This may involve opening up academic department classroom space for use during evenings and weekends. It may mean developing cooperative arrangements with churches, community centers, and community colleges to offer courses on their premises. It may entail joining with other higher education institutions to lease space in isolated areas for shared offerings. In many instances, the location of choice is the employer's site. Program staff need to work creatively with clients to select locations that best meet their needs.

Assign suitable staff. Some of the more effective programs studied were those that recognized and acknowledged that different program components called for different skills and competencies. The number and caliber of personnel assigned to the effort can spell either success or failure. The individual who is accomplished at developing public sector clients may not have the requisite skills or temperament for working with the private sector. Similarly, the person who is able to appeal to suburban adults may be ineffective in relating to the residents of the neighborhood abutting the urban campus. All of these factors need to be considered by the administrators who staff the program.

7. Assign the Best Person(s) to Coordinate the Program

The director of continuing education, though a talented administrator, may not be the best person to spearhead the unit's economic development activities. Whether the role is filled by the program director or someone else, the position must carry high-level administrative status so that institutional personnel and the public will perceive its importance to the school. This is an entrepreneurial venture and requires an energetic, visionary, and unflappable go-getter.

Visionary optimist. The individual who takes on the responsibility of extending the institution's resources to the larger community must be able to see the myriad benefits that such an involvement will generate for the community and for the institution. That vision must be conveyed to others in such a manner that it becomes real to them.

Energetic, relentless, and unflappable advocate. The vision must be coupled with an energetic commitment to knock on doors, face rejection, and move on to the next door. True community outreach requires going into areas where services have previously not been provided and convincing the potential users that:

- the services are relevant to their needs;
- they are available and easily accessible; and
- they are of high quality.

Although educators are not very fond of the sales model of services, this individual must be a salesperson (albeit a sophisticated one) for the program.

Adaptable, comfortable mixer. The American society is increasingly a multicultural one where interactions across racial and ethnic lines are everyday occurrences. However, racial bias and its concomitant restrictions continue to exist in many pockets of society. This sometimes presents barriers to HBCUs' ability to work effectively with all segments of the community. Rather than confront the barriers head-on or circumvent them, some institutions retreat within their walls and deny the communities their resources.

The person with responsibility for bridging the gap between the institution and all elements of the community cannot be deterred by racial or any other biases. This may require that the individual attend many meetings or events where he or she is the only representative of his or her racial group. The person must have sufficient program commitment, ego strength, and self-confidence to promote programs wherever necessary.

8. Expand the Institution's Network of Contacts

With a visionary, optimistic, energetic, and unflappable mixer in the vanguard, the institution can move to develop linkages, form liaisons, and cultivate relationships with public and private sector organizations. Lack of ties to economic development agencies and to the private sector have been cited as reasons that many institutions are not actively involved in economic development activities. *These barriers can be overcome*

Ties to economic development agencies. In many communities, the economic development agencies have small budgets and small staffs. But they have big charges. They are responsible for determining economic trends in the local area; addressing growth-related issues such as unemployment and underemployment, affordable housing, training, regulations; and providing technical, financial, and management support to business and industry.
With such a formidable charge, economic development agencies can benefit from staff support and assistance provided by local colleges and universities. Agencies often need assistance with conducting economic analyses, researching regulations, and developing housing plans. Business schools, economics departments, planning departments, public administration programs, and human services departments at HBCUs all have skills and expertise that could benefit economic development agencies. Institutions can provide policy analysis support that would be welcomed by the agencies. By contributing to the effectiveness of economic development agencies, institutions also help strengthen the private sector.

Ties to the private sector. HBCUs in the study that have strong ties with the private sector used several different approaches to develop those ties. In every case, however, the president and other senior officials served on key boards and task forces within the community. By engaging in ongoing association and contact with business leaders, the institutions are able to learn of needs and offer services.

Officials serve on boards of Chambers of Commerce and Private Industrial Councils; they serve on public boards like the United Way that bring business people together; and they serve on local, regional, and state task forces. Informal contacts in these contexts pose opportunities for business leaders to be invited to the institution and for the institution to respond to industry needs.

Linkages with public schools. Many HBCUs have been very successful in establishing linkages with public schools. They provide in-service training for teachers and administrators; prepare individuals for standardized examinations; and develop joint programs that indirectly serve public school students while providing training opportunities for university students.

Collaborations with higher education institutions. Because of the history of segregated higher education in America, two or more higher education institutions serving different target populations are often in close geographical proximity to each other. For example, Florida A & M University and Florida State University are both in Tallahassee. Some HBCUs have developed consortium arrangements with other four-year colleges and universities to provide training for public school personnel, for employees of governmental agencies, and for private industry. Some institutions, like South Carolina State University have joined forces with community colleges and other two-year institutions to form feeder program arrangements.

Linkages and collaborations with other colleges and universities lead to increased opportunities for HBCUs to develop, expand, and communicate their offerings. Strong program offerings, coupled with systematic promotional activities, can enhance the image and prominence of the institution.

9. Promote Program Offerings Aggressively

The study of the nine HBCUs and the literature review revealed that institutional resources are not well known by the consuming public. Individuals, businesses, professional organizations, industry, community groups, and governmental bodies are only able to utilize services if they know about them. *Continuing education programs which have a serious commitment to community economic development must make their services known.* Marketing and public relations expertise must be available to promote program offerings. This support might be garnered from the institution's public relations office, business school, journalism or communications department, or contracted externally. Whatever the source, it is critical for the success of the effort that proper attention be devoted to publicity. Programs with high enrollments in continuing education courses and with strong relationships with business, industry, and government used a variety of promotional strategies depending on the target audience.

Mass media. Television, radio, newspapers, and magazines appear to be the best sources for informing large numbers of people about offerings. The media choice may depend on the characteristics of the target audience and the financial resources available to the program. Television advertisements will appeal to some groups whereas newspaper feature stories will be more effective with others. Radio spots aired during drive times will often capture the attention of people who work during standard day-time hours. Increasing use is being made of paid "graffiti" advertisements in public facilities. Web pages on the Internet may serve as another source of publicity for the program.

Personal contacts. Offerings for business and industry groups may be better marketed by direct contacts. Telephone calls to schedule visits with personnel officers and training managers are preferable in these cases.

Offerings that target professional groups such as associations may be best promoted by personal letters sent to the executive director and to the membership. The inclusion of a brochure or pamphlet describing the offerings helps.

Direct marketing. Although many continuing education programs have ceased to publish catalogs because of the cost, institutions with successful programs still use this strategy or a variation of it to their advantage. Variations include periodic newsletters or brochures that highlight certain types of offerings. Mass mailings targeted to certain zip codes and/or to previous continuing education students allow many people to learn about upcoming offerings.

Another approach that gains widespread publicity rather inexpensively is the use of flyers and posters. Flyers may be placed on car windshields in public places or passed out at public events. Attractive posters gain considerable attention when strategically placed on grocery store bulletin boards, on street bulletin boards, and in public facilities.

A wide array of marketing strategies are available to continuing education programs. Successful programs rely on strategies other

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than waiting to see if a course "makes." *Successful programs, those with high enrollment and wide community appeal, develop high quality offerings and then promote them aggressively.* Part of marketing the program aggressively is for key institutional personnel (i.e., the chancellor/president, director of continuing education, and faculty) to be highly visible and articulate about how the institution is contributing to economic development.

The Continuing Education Economic Development (CEED) Model requires that:

- the institution's involvement be focused on activities that support its mission;
- top-level administrators, including the chief executive officer, make known their support for the institution's involvement in economic development;
- continuing education program staff use systematic and regular data collection procedures to determine labor market needs for the institution's service area;
- a strategic plan, with short-term and long-term goals and objectives, be developed and implemented;
- administrators, faculty, and board members support the institution's involvement;
- program offerings be developed and delivered in ways that are responsive to the needs of the various consumers;
- the institution establish a high-level administrative position and assign an entrepreneurial-type individual to assume major responsibility for economic development efforts;
- the continuing education program build and cultivate collaborative arrangements with economic development agencies, business, industry, public schools, and other higher education institutions; and
- the institution market aggressively its offerings to potential consumers.

Systematic implementation of the components of the CEED Model will place institutions well on the road to economic development and to increased institutional benefits.

Benefits of the CEED Model to Institutions

Continuing education programs, like other departments in colleges and universities, are being called upon to justify their existences. In some cases the departments are cash cows for the institution; in too many other instances they are drains on dwindling resources. The administrations at several HBCUs have presented the continuing education departments

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with a mandate: become self-sufficient or disappear.

Pressure is on for programs to produce. They must produce increased enrollments and increased revenues. HBCUs can help to counter these pressures by becoming involved in economic development activities. Such involvement can lead to attracting new clientele, providing retraining to members of the existing workforce, and identifying 21st Century professional occupations for which adults need training.

Increasing Enrollments and Revenues

As continuing education programs expand their offerings to include the various types of economic development activities — human capital development, technology development and transfer, economic analysis and policy development, and business development — they stand to dramatically broaden their student base and, thus, their enrollments. Both Tennessee State University and the University of the District of Columbia demonstrated how continuing education enrollment increased by providing courses for state and local governmental agencies.

The revenues for academic departments can also increase through a well-coordinated continuing education effort. For example, by providing community-based credit courses, Tennessess State's Center for Extended Education and Public Service serves as a recruitment service for regular academic programs. Likewise, all the revenues generated by the continuing education programs for credit courses at Florida A & M University and Fayetteville State University accrue to the academic departments.

Attracting New Clientele

As administrators of continuing education programs at HBCUs look around to figure out how to maintain solvency, many need look no further than the neighborhoods and communities surrounding the institution. By virtue of their historic mission, most campuses are situated within a stone's throw of massive unemployment and underemployment, substandard housing, crime and violence, and the accompanying ravages of poverty. Socially conscious and visionary program administrators might be able to see redeeming value, for the community and for the institution, in directing institutional resources to increasing the capacity of individuals and organizations to produce goods and services. This might take the form of contracting with local, state, or federal governmental agencies to provide support for *human capital development (by operating employment and training programs), policy development (in the form of economic analyses, labor market studies, etc.), or technology development (by conducting research on improved manufacturing processes).*

Some HBCUs have been able to attract school districts as new clientele. Others, by establishing arrangements with community colleges, have identified a steady flow of new students who wish to pursue undergraduate degrees in evening or part-time programs. For others, new clientele are provided by expanding their markets and their services to business and industry.

Providing Retraining for Business and Industry

Enterprising program administrators might also seek to provide contractual services to business and industry. Many workers need retraining or "reskilling" based on changes in technologies and in jobs. Institutional resources in the form of faculty and computer equipment might be used to upgrade the skills and capabilities of local workforces.

At the same time that business and industry are benefitting from the institution's expertise and resources, the institution can benefit from establishing additional sites for students to gain practical work experience. Increasingly, businesses welcome student interns who are able to gain first-hand understanding of business operations and develop relevant skills.

Expanded contacts with business and industry also open the door for faculty to share their knowledge and expertise with the larger community through collaborative research or through consulting. Increased faculty involvement narrows the gap between higher education and business.

Identifying Future Professional Needs

HBCUs have been extremely effective in preparing African Americans for the professions. This has generally been achieved via full-time day programs. As the workplace changes, there will be increased need for individuals to assume management and professional positions.

Continuing education programs, in collaboration with their institutions' professional schools and various academic departments, might focus on offering advanced training in high growth technical and professional areas. Such training, if offered during evenings and weekends, has the potential for considerably improving the earning power of participants.

Enhancing the Institution's Image

Increasing the institution's involvement in economic development in the manner proposed by the CEED Model has the potential for enhancing the institution's image in the surrounding and the extended community. Individuals and groups appreciate the efforts of institutions that provide business development support to entrepreneurs, offer economic analysis support to governmental bodies, and extend their resources to the community. Such efforts indicate that the institution is a key participant in the community.

Summary

The CEED Model has the potential to help HBCUs become more meaningfully involved in community economic development activities. In so doing, institutions might gain increased status as valuable contributors to the lifeblood of their communities; continuing education programs may grow and flourish; adults may gain the knowledge and skills that will enable them to live productive work lives during the 21st Century; and the overall economic well-being of communities will improve.

Chapter 5

Implications of the Model for Stakeholders

If an institution chooses to adopt the Continuing Education Economic Development (CEED) Model, it will have major implications for institutional administrators, continuing education program administrators, collaborators, current and prospective users of the services, the community, and policymakers. Some of the implications for key stakeholders are briefly explored.

Higher Education Administrators

Adoption of the CEED Model by an institution represents, at the minimum, a three-year commitment of staff, faculty, and financial resources. Allowing at least three years is important because much of the first year will need to be devoted to data gathering, developing and/or strengthening internal and external relationships, developing a strategic plan, and organizing the program. During the second year, the program can be fully implemented. Results of the effort will likely become evident during the third year.

For the effort to be successful, the program needs the blessings and support of the chief executive officer, the chief academic officer, and the chief financial officer. Blessings connote public and private endorsement of the initiative. Support means making available the personnel, material, and financial resources that are needed to launch the effort and allow it time to become viable and self-sufficient.

Support also means that the senior officers of the institution:

- recognize the pivotal role they play in developing and cultivating collaborative relationships for continuing education;
- refer to the staff economic development coordinator any contacts they develop during their service on local boards like the Chamber of Commerce, economic development agencies, employment and training task forces, United Way, and Private Industry Councils; and
- reference the institutional/community partnership at every opportunity so that all segments of the community will be aware of the initiative.

The other major implication of model adoption for administrators is assumption of responsibility for its success. The model calls for evaluation as a component of

implementation. Senior administrators will need to monitor the program and see that corrections are made if it veers off course. If full institutional support is provided and the initiative is not successful after three years, the tough decision of abolishing that aspect of the continuing education program must be made.

Continuing Education Program Administrators

Day-to-day responsibility for implementing the CEED Model will rest with the director of continuing education or a designee. This individual may need to depart radically from customary operating procedures.

For example, some program administrators scoff at the notion of using labor market data and conducting surveys of potential service users. They indicate that they offer courses and if they "make" there is a market; if they don't, then there is not a need. Identification of current and projected labor market needs is at the crux of the model. Conducting assessments of community needs are also essential. Carrying out this type of systematic analysis of labor market and community needs may be tedious, but it is necessary. Program offerings must be based on future occupational needs of the area and they must reflect the needs of changing communities.

Development of a detailed strategic plan also will demand considerable time and energy by program staff. The process requires:

- gaining support for the initiative from administrators, faculty, and staff;
- negotiating with institutional administrators and department chairs to gain incentives for faculty who contribute to economic development activities;
- building consensus with chairs of academic departments regarding offerings;
- guiding key participants toward the establishment of realistic goals and measurable objectives;
- developing a marketing plan that supports the goals and objectives;
- establishing evaluation criteria for the program;
- initiating contacts and cultivating relationships with business, industry, and government collaborators; and
- maintaining liaisons with academic departments.

Implementing the strategic plan and organizing the program call for political savvy and diplomatic aplomb. The continuing education administrator will need to work with, and through, many other people to accomplish program objectives. This must be done in such a manner that no one is alienated or left out of the process. At the same time, senior institutional administrators need to be kept apprised of developments and achievements.

The continuing education administrator will be held operationally responsible for whether or not the foray into economic development

activities makes or breaks the department. This person must be totally committed to the effort before a decision is made to embark on the journey.

Business, Industry, and Government Collaborators

A major challenge for the continuing education administrator and his or her economic development coordinator will be developing collaborative arrangements with business, industry, and governmental entities as well as other educational entities and community-based organizations. The initiative, however, must come from the institution.

Many business leaders profess a lack of knowledge or information about the capabilities and offerings of HBCUs in their communities. Once informed about an institution's services and repeatedly encouraged to use those that match employee needs, the business as a corporate citizen has some responsibility for availing itself of the offerings. It is important that business, industry, and governmental bodies provide HBCUs the same opportunities to work collaboratively with them as are afforded other colleges and universities. Through such partnerships, an HBCU may be better able to serve all its customers.

Current and Prospective Consumers

Potential users of economic development-related continuing education services include individuals seeking to gain or enhance employment opportunities, organizations striving to improve the skills of their employees, governmental agencies needing data and analyses, entrepreneurs trying to develop businesses, and mature businesses looking for avenues to expand. The consumers should be willing to pay a fair price in exchange for the use of the institution's expertise.

The key to assuring that consumers will pay a fair price for the institution's services is to provide high quality services at convenient times in accessible locations. The evaluation component of the CEED Model is designed to address the quality assurance issue. Consumers and prospective clients will need to be encouraged to provide the program with candid feedback about the quality and value of the services rendered. For example, if businesses are dissatisfied with training or analyses provided under contract, they have an obligation to inform the program administrator so that adjustments can be made. In traveling new paths, mistakes are sometimes made. The institution needs to be informed of its shortcomings, so that corrective actions can be taken.

Time and location are other factors that will affect use of services. To be responsive to consumer needs, the institution may be required to offer weekend sessions, in addition to evening classes. Serving business and industry may involve conducting more courses during the normal business day. Serving clients in rural areas or clients in diverse locations may require the use of distance learning technology. Many continuing education programs expand their client base geographically by offering programs in the communities.

The Community

For the purpose of this guide, community is defined as the amorphous entity that includes people, institutions, and social systems within the context of a defined geographical and economic environment. Within a community, there will be individuals and organizations that utilize services and many that do not. The institution, however, will be affected by both users and non-users. It is important that HBCUs solicit the support of non-users, who may benefit indirectly from its efforts to contribute to the economic uplift of the area.

Such support might be in the form of making classroom facilities available in public schools, church fellowship halls, community colleges, and community centers. It might be in the form of a neighboring higher education institution making its distance learning equipment accessible. It might be in the form of the local police force providing additional patrols in the area of evening classes. Or it might be in the form of a community escort service that accompanies people to their cars after evening classes. It is especially important that as HBCUs attract new clients that they continue to make overtures to the communities which have traditionally supported them. The focus is on expanding the populations served rather than on exchanging one segment of the community for another.

It is, therefore, critical that HBCUs enlist the support of area residents to promote and publicize offerings. Neighborhood volunteers can post signs, distribute flyers, make announcements during public gatherings, or contribute items for newsletters. Strong community support for institutional programs have the potential for garnering additional resources for the institution and the community.

Policymakers

The CEED Model has strong implications for an institution's interactions with policymakers at local, state, and federal levels. Many different economic development models and strategies have been undertaken during the last quarter century, particularly for blighted neighborhoods in African American communities. Most of those efforts have bypassed HBCUs.

The colleges and universities that have served the historic role of providing baccalaureate and graduate degrees for the vast majority of African Americans would seem to be the logical instruments for providing educational and training opportunities for the larger community. They have demonstrated their ability to educate, refine, and cultivate persons from disadvantaged and disenfranchised backgrounds. As HBCUs increasingly open their doors to individuals from various racial and ethnic groups, it seems appropriate for them also to expand their sphere of influence to include all aspects of the community.

Policymakers should have a particular interest in the extent to which HBCUs can contribute to the economic development of their immediate and regional communities. There is a widening gap in American society between high and low wage earners. HBCUs have consistently demonstrated their ability to help individuals move from low-income to middle-income families. Local, state, and federal policymakers should consider HBCUs as viable avenues for

providing skills to underemployed and unemployed residents. This has tremendous implications for resource allocations at all levels of government. For example, federal initiatives such as the Joint Training Partnership Act might contract directly with HBCUs to provide training for unemployed persons. State social service agencies might utilize HBCUs to provide adult training for programs such as Aid to Families with Dependent Children. These are but a few of the ways in which HBCUs' involvement in economic development might affect policy.

For policymakers, the issue of worker preparation is very important. Can HBCUs, by increasing their involvement in economic development activities, significantly affect the number of adults who enter the 21st Century with knowledge and skills that will enable them to participate fully in the workforce? HBCUs already play a major role in the education and workforce preparation of large numbers of young people. Those institutions that strategically develop continuing education programs that focus on providing lifelong learning experiences for all of their citizenry will contribute greatly to their local communities and to the American economy. Implementation of the CEED Model will help Historically Black Colleges and Universities assume a key role in shaping the workforce of the 21st Century.

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Appendices

Appendix A

National Center for Education Statistics Data on HBCUs

Table A1.—Fall enrollment in historically black colleges and universities, by institution, race/ethnicity, and percent of black students: 1994[1]

Institution	State	Total	Black, non-Hispanic	Percent black	White, non-Hispanic	Hispanic	Asian or Pacific Islander	American Indian/ Alaskan Native	Non-resident alien
1	2	3	4	5	6	7	8	9	10
Total	—	**280,071**	**230,162**	**82.2**	**35,963**	**5,012**	**2,429**	**551**	**5,954**
Alabama A&M University	AL	5,543	4,245	76.6	787	18	17	7	469
Alabama State University	AL	5,037	4,872	96.7	115	14	4	—	32
Bishop State Community College[2]	AL	4,511	2,370	52.5	2,008	12	40	81	—
C.A. Fredd State Technical College	AL	190	166	87.4	23	—	1	—	—
Concordia College	AL	435	418	96.1	5	—	—	—	12
J.F. Drake State Technical College	AL	768	335	43.6	395	12	11	2	13
Lawson State Community College	AL	1,920	1,853	96.5	61	—	—	—	6
Miles College	AL	1,068	1,065	99.7	3	—	—	—	—
Oakwood College	AL	1,534	1,335	87.0	7	8	2	3	179
Selma University	AL	206	205	99.5	1	—	—	—	—
Stillman College	AL	913	895	98.0	18	—	—	—	—
Talladega College	AL	976	940	96.3	29	5	1	1	—
Trenholm State Technical College	AL	785	610	77.7	175	—	—	—	—
Tuskegee University	AL	3,322	3,047	91.7	139	80	22	2	32
Arkansas Baptist College	AR	225	222	98.7	1	2	—	—	—
Philander Smith College	AR	841	780	92.7	20	—	38	—	3
Shorter College	AR	282	207	73.4	—	—	—	—	75
University of Arkansas, Pine Bluff	AR	3,823	3,271	85.6	529	9	9	3	2
Delaware State University	DE	3,381	2,243	66.3	995	60	34	9	40
Howard University	DC	10,115	8,922	88.2	174	89	217	12	701
University of the District of Columbia	DC	10,599	8,991	84.8	317	331	215	—	745
Bethune-Cookman College	FL	2,345	2,221	94.7	19	11	2	—	92
Edward Waters College	FL	782	740	94.6	1	—	—	—	41
Florida A&M University	FL	10,084	8,923	88.5	762	144	97	3	155
Florida Memorial College	FL	1,320	1,148	87.0	23	78	—	1	70
Albany State College	GA	3,062	2,708	88.4	342	3	6	3	—
Clark Atlanta University	GA	5,193	4,990	96.1	56	10	19	4	114
Fort Valley State College	GA	2,823	2,630	93.2	172	5	2	—	14
Interdenominational Theological Center	GA	398	369	92.7	10	2	2	—	15
Morehouse College	GA	2,992	2,972	99.3	2	—	13	—	5
Morehouse School of Medicine	GA	164	136	82.9	13	5	10	—	—
Morris Brown College	GA	1,894	1,852	97.8	3	1	—	—	38
Paine College	GA	721	705	97.8	7	2	1	—	6
Savannah State College	GA	3,253	2,951	90.7	216	11	7	2	66
Spelman College	GA	1,977	1,927	97.5	—	1	1	1	47
Kentucky State University	KY	2,563	1,248	48.7	1,274	4	11	2	24
Dillard University	LA	1,675	1,663	99.3	8	2	2	—	—
Grambling State University	LA	7,610	7,281	95.7	265	8	15	2	39
Southern University and A&M College, Baton Rouge	LA	9,904	9,315	94.1	480	19	86	4	—
Southern University, New Orleans	LA	4,302	4,016	93.4	188	16	19	4	59
Southern University, Shreveport-Bossier City Campus	LA	1,267	1,178	93.0	82	2	—	—	5
Xavier University of Louisiana	LA	3,463	3,120	90.1	200	21	67	—	55
Bowie State University	MD	4,896	3,519	71.9	1,033	52	156	15	121
Coppin State College	MD	3,380	3,119	92.3	135	16	16	37	57
Morgan State University	MD	5,766	5,399	93.6	180	16	36	8	127
University of Maryland, Eastern Shore	MD	2,925	2,049	70.1	658	20	25	7	166
Lewis College of Business	MI	245	245	100.0	—	—	—	—	—
Alcorn State University	MS	2,742	2,556	93.2	165	2	6	4	9
Coahoma Junior College	MS	969	948	97.8	21	—	—	—	—
Hinds Community College, Utica Campus	MS	964	901	93.5	51	—	11	1	—
Jackson State University	MS	6,224	5,882	94.5	168	8	50	8	108
Mary Holmes College	MS	327	311	95.1	—	4	1	—	11
Mississippi Valley State University	MS	2,182	2,166	99.3	13	3	—	—	—
Rust College	MS	1,055	984	93.3	36	—	—	—	35
Tougaloo College	MS	1,105	1,105	100.0	—	—	—	—	—
Harris Stowe State College	MO	1,757	1,313	74.7	407	11	5	1	20
Lincoln University	MO	3,512	931	26.5	2,476	14	19	17	55
Barber-Scotia College	NC	432	430	99.5	2	—	—	—	—
Bennett College	NC	655	646	98.6	1	*	—	—	7
Elizabeth City State University	NC	2,099	1,555	74.1	519	2	14	3	6
Fayetteville State University	NC	4,109	2,632	64.1	1,261	105	57	51	3
Johnson C. Smith University	NC	1,413	1,409	99.7	1	1	1	1	—
Livingstone College	NC	836	835	99.9	1	—	—	—	—

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Table A1.—Fall enrollment in historically black colleges and universities, by institution, race/ethnicity, and percent of black students: 1994 [1]—Continued

Institution	State	Total	Black, non-Hispanic	Percent black	White, non-Hispanic	Hispanic	Asian or Pacific Islander	American Indian/ Alaskan Native	Non-resident alien
1	2	3	4	5	6	7	8	9	10
North Carolina Agricultural and Technical State University	NC	8,136	7,047	86.6	853	14	96	19	107
North Carolina Central University	NC	5,692	4,780	84.0	796	20	21	21	54
St. Augustine's College	NC	1,673	1,655	98.9	8	2	—	—	6
Shaw University	NC	2,432	2,317	95.3	87	4	15	9	—
Winston-Salem State University	NC	2,915	2,227	76.4	653	12	19	2	2
Central State University	OH	2,763	2,501	90.5	134	7	2	3	116
Wilberforce University	OH	976	948	97.1	26	—	1	1	—
Langston University	OK	3,408	1,874	55.0	1,357	34	29	74	40
Cheyney University of Pennsylvania	PA	1,357	1,289	95.0	40	16	9	2	1
Lincoln University	PA	1,371	1,235	90.1	84	10	5	1	36
Allen University	SC	256	256	100.0	—	—	—	—	—
Benedict College	SC	1,501	1,464	97.5	3	—	—	—	34
Claflin College	SC	1,023	1,005	98.2	1	—	1	—	16
Denmark Technical College	SC	840	786	93.6	51	2	1	—	—
Morris College	SC	889	886	99.7	2	1	—	—	—
South Carolina State University	SC	4,693	4,392	93.6	274	—	21	2	4
Voorhees College	SC	716	701	97.9	12	2	1	—	—
Fisk University	TN	872	869	99.7	—	—	—	—	3
Knoxville College	TN	728	715	98.2	12	1	—	—	—
Lane College	TN	667	667	100.0	—	—	—	—	—
Le Moyne-Owen College	TN	1,436	1,430	99.6	6	—	—	—	—
Meharry Medical College	TN	726	594	81.8	48	17	31	1	35
Tennessee State University	TN	8,180	5,270	64.4	2,637	64	196	13	—
Huston-Tillotson College	TX	613	475	77.5	17	40	33	1	47
Jarvis Christian College	TX	382	377	98.7	2	3	—	—	—
Paul Quinn College	TX	667	645	96.7	2	20	—	—	—
Prairie View A&M University	TX	5,849	5,030	86.0	493	97	80	4	145
St. Philip's College	TX	6,571	1,269	19.3	2,216	2,881	130	44	31
Southwestern Christian College	TX	182	159	87.4	7	—	—	—	16
Texas College	TX	262	254	96.9	—	5	—	1	2
Texas Southern University	TX	10,078	8,332	82.7	253	321	201	6	965
Wiley College	TX	584	546	93.5	12	1	1	—	24
Hampton University	VA	5,769	5,052	87.6	568	27	16	17	89
Norfolk State University	VA	8,667	6,922	79.9	1,475	76	76	12	106
St. Paul's College	VA	763	712	93.3	47	—	1	—	3
Virginia State University	VA	4,007	3,620	90.3	315	27	9	2	34
Virginia Union University	VA	1,525	1,493	97.9	15	2	—	1	14
Bluefield State College	WV	2,609	202	7.7	2,390	10	6	1	—
West Virginia State College	WV	4,519	581	12.9	3,864	24	36	14	—
University of the Virgin Islands, St. Thomas Campus	VI	1,915	1,565	81.7	150	32	24	1	143

—Data not reported or not applicable.
[1] Preliminary data.
[2] In 1993 Carver State Technical College merged with Bishop State Community College.

SOURCE: U.S. Department of Education, National Center for Education Statistics, Integrated Postsecondary Education Data System (IPEDS), "Fall Enrollment" surveys. (This table was prepared February 1996.)

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Table A2.—Bachelor's degrees conferred by historically black colleges and universities, by race/ethnicity and sex of student: 1976–77 to 1993–94

Year and sex of student	Number of degrees conferred							Percentage distribution of degrees conferred							Degrees from historically black colleges and universities as a percent of total bachelor's degrees						
	Total	White non-Hispanic	Black non-Hispanic	Hispanic	Asian or Pacific Islander	American Indian/ Alaskan Native	Non-resident alien	Total	White non-Hispanic	Black non-Hispanic	Hispanic	Asian or Pacific Islander	American Indian/ Alaskan Native	Non-resident alien	Total	White non-Hispanic	Black non-Hispanic	Hispanic	Asian or Pacific Islander	American Indian/ Alaskan Native	Non-resident alien
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
Total																					
1976–77	23,551	1,768	20,754	44	57	21	907	100.0	7.5	88.1	0.2	0.2	0.1	3.9	2.6	0.2	35.4	0.2	0.4	0.6	5.8
1978–79	23,644	1,719	20,308	93	120	17	1,392	100.0	7.3	85.9	0.4	0.5	0.1	5.9	2.6	0.2	33.7	0.5	0.8	0.5	7.8
1980–81	22,922	1,532	19,556	84	109	18	1,623	100.0	6.7	85.3	0.4	0.5	0.1	7.1	2.5	0.2	32.2	0.4	0.6	0.5	7.2
1982–83	22,205	1,487	17,787	108	74	33	2,716	100.0	6.7	80.1	0.5	0.3	0.1	12.2	—	—	—	—	—	—	—
1984–85	20,887	1,870	16,326	218	321	46	2,106	100.0	9.0	78.2	1.0	1.5	0.2	10.1	2.2	0.2	28.4	0.8	1.3	1.1	7.2
1986–87[1]	20,270	1,819	16,589	121	135	54	1,552	100.0	9.0	81.8	0.6	0.7	0.3	7.7	2.0	0.2	29.3	0.4	0.4	1.4	5.3
1988–89	19,518	2,016	16,162	92	113	33	1,102	100.0	10.3	82.8	0.5	0.6	0.2	5.6	1.9	0.2	27.8	0.3	0.3	0.8	4.1
1989–90[1]	19,734	2,212	16,325	111	176	19	891	100.0	11.2	82.7	0.6	0.9	0.1	4.5	1.9	0.3	26.7	0.3	0.4	0.4	3.3
1990–91[4]	21,439	2,282	17,930	130	175	37	885	100.0	10.6	83.6	0.6	0.8	0.2	4.1	2.0	0.3	27.4	0.4	0.4	0.8	3.0
1991–92[5]	23,425	2,576	19,693	150	185	35	786	100.0	11.0	84.1	0.6	0.8	0.1	3.4	2.1	0.3	27.2	0.4	0.4	0.7	2.8
1992–93[6]	26,033	2,880	22,020	142	219	48	724	100.0	11.1	84.6	0.5	0.8	0.2	2.8	2.2	0.3	28.3	0.3	0.4	0.8	2.2
1993–94[7]	27,391	2,955	23,434	154	197	44	607	100.0	10.8	85.6	0.6	0.7	0.2	2.2	2.3	0.3	28.0	0.3	0.4	0.7	1.8
Men																					
1976–77	10,291	1,064	8,362	23	48	12	692	100.0	10.4	82.0	0.2	0.5	0.1	6.8	2.1	0.2	33.3	0.2	0.6	0.7	9.1
1978–79	10,067	844	8,070	62	77	5	1,009	100.0	8.4	80.2	0.6	0.8	(8)	10.0	2.1	0.2	32.7	0.6	0.9	0.3	7.9
1980–81	10,142	854	7,866	38	71	9	1,304	100.0	8.4	77.6	0.4	0.7	0.1	12.9	2.2	0.2	32.1	0.4	0.7	0.5	8.0
1982–83	9,675	749	7,052	52	48	7	1,767	100.0	7.7	72.9	0.5	0.5	0.1	18.3	—	—	—	—	—	—	—
1984–85	9,188	921	6,448	142	199	37	1,441	100.0	10.0	70.2	1.5	2.2	0.4	15.7	1.9	0.2	28.0	1.1	1.5	1.9	7.2
1986–87[1]	8,828	883	6,576	55	101	26	1,187	100.0	10.0	74.5	0.6	1.1	0.3	13.4	1.8	0.2	29.2	0.4	0.6	1.4	6.1
1988–89[3]	7,809	871	6,066	50	87	11	724	100.0	11.2	77.7	0.6	1.1	0.1	9.3	1.6	0.2	27.1	0.4	0.5	0.6	4.1
1989–90[1]	7,774	944	6,064	57	126	7	576	100.0	12.1	78.0	0.7	1.6	0.1	7.4	1.6	0.2	26.1	0.4	0.6	0.4	3.4
1990–91[4]	8,078	965	6,423	57	114	15	504	100.0	11.9	79.5	0.7	1.4	0.2	6.2	1.6	0.2	26.4	0.4	0.6	0.8	2.8
1991–92[5]	8,739	1,051	7,085	66	114	19	404	100.0	12.0	81.1	0.8	1.3	0.2	4.6	1.7	0.2	26.3	0.4	0.5	0.9	2.4
1992–93[6]	9,691	1,166	7,924	58	144	16	383	100.0	12.0	81.8	0.6	1.5	0.2	4.0	1.8	0.3	27.4	0.3	0.6	0.7	2.0
1993–94[7]	10,224	1,178	8,475	78	139	23	331	100.0	11.5	82.9	0.8	1.4	0.2	3.2	1.9	0.3	27.7	0.4	0.5	0.9	1.7
Women																					
1976–77	13,260	704	12,392	21	9	9	215	100.0	5.3	92.8	0.2	0.1	0.1	1.6	3.2	0.2	37.0	0.2	0.1	0.6	4.9
1978–79	13,582	875	12,238	31	43	12	383	100.0	6.4	90.1	0.2	0.3	0.1	2.8	3.1	0.2	34.4	0.3	0.6	0.7	7.6
1980–81	12,780	678	11,690	46	38	9	319	100.0	5.3	91.5	0.4	0.3	0.1	2.5	2.7	0.2	32.3	0.4	0.4	0.5	5.1
1982–83	12,530	738	10,735	56	26	26	949	100.0	5.9	85.7	0.4	0.2	0.2	7.6	—	—	—	—	—	—	—
1984–85	11,699	949	9,878	76	122	9	665	100.0	8.1	84.4	0.6	1.0	0.1	5.7	2.4	0.2	28.7	0.6	1.0	0.4	7.3
1986–87[1]	11,442	936	10,013	66	34	28	365	100.0	8.2	87.5	0.6	0.3	0.2	3.2	2.2	0.2	29.4	0.5	0.2	1.3	3.8
1988–89[3]	11,709	1,145	10,096	42	26	22	378	100.0	9.8	86.2	0.4	0.2	0.2	3.2	2.2	0.3	28.3	0.3	0.1	1.0	4.0
1989–90[1]	11,960	1,268	10,261	54	50	12	315	100.0	10.6	85.8	0.5	0.4	0.1	2.6	2.1	0.3	27.1	0.3	0.3	0.5	3.2
1990–91[4]	13,361	1,317	11,507	73	61	22	381	100.0	9.9	86.1	0.5	0.5	0.2	2.9	2.3	0.3	28.1	0.4	0.3	0.8	3.4
1991–92[5]	14,686	1,525	12,608	84	71	16	382	100.0	10.4	85.9	0.6	0.5	0.1	2.6	2.4	0.3	27.6	0.4	0.3	0.5	3.4
1992–93[6]	16,342	1,714	14,096	84	75	32	341	100.0	10.5	86.3	0.5	0.5	0.2	2.1	2.6	0.3	28.8	0.3	0.3	1.0	2.6
1993–94[7]	17,167	1,777	14,959	76	56	21	276	100.0	10.3	87.2	0.4	0.3	0.1	1.6	2.7	0.3	28.3	0.3	0.2	0.6	1.9

— Data not available.
[1] Excludes 10 men and 11 women whose race/ethnicity was not available.
[2] Excludes 86 men and 144 women whose race/ethnicity was not available.
[3] Excludes 77 men and 103 women whose race/ethnicity was not available.
[4] Excludes 70 men and 118 women whose race/ethnicity was not available.
[5] Excludes 83 men and 71 women whose race/ethnicity was not available.
[6] Excludes 73 men and 34 women whose race/ethnicity was not available.
[7] Excludes 25 men and 9 women whose race/ethnicity was not available.
[8] Less than 0.05 percent.

NOTE: Because of rounding, details may not add to totals.

SOURCE: U.S. Department of Education, National Center for Education Statistics, Higher Education General Information Survey (HEGIS), "Degrees and Other Formal Awards Conferred" surveys, and Integrated Postsecondary Education Data System (IPEDS), "Completions" surveys. (This table was prepared November 1995.)

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Appendix B

HBCUs Selected for Study

HBCU Selection Criteria

From the universe of 103 Historically Black Colleges and Universities in the United States, Research and Evaluation Associates selected nine institutions as candidates for the study. In selecting the colleges and universities, consideration was given to including institutions that were somewhat representative of the larger universe. Therefore, an attempt was made to include institutions that varied on most of the criteria. Among the major criteria were:

- Carnegie classification;
- Student enrollment;
- Continuing education offerings;
- Public and private control;
- Economic environments;
- Viability of continuing education program; and
- Continuing education program enrollment equal to ten percent of overall institutional enrollment.

The sample of institutions selected is shown in Table B1. Note that most of the institutions fit the Comprehensive I Carnegie category as listed below and described in the 1994 publication A Classification of Institutions of Higher Education, published by the Carnegie Foundation for the Advancement of Teaching.

The 1994 Carnegie Classification includes all colleges and universities in the United States that are degree-granting and accredited by an agency recognized by the U.S. Secretary of Education.

Research Universities I: These institutions offer a full range of baccalaureate programs, are committed to graduate education through the doctorate, and give high priority to research. They award 50 or more doctoral degrees each year. In addition, they receive annually $40 million or more in federal support.

Table B1. HBCUs Selected for Study

HBCU/Location	Classification	Control	1994-95 Enrollment	Continuing Education Offerings	Economic Environment
Fayetteville State University *Fayetteville, North Carolina*	Comprehensive I	-Public 4-Year	4,109	-Credit -Noncredit -Evenings/Weekends	Small city 5.5% unemployment rate 14.4% families below poverty level
Delaware State *Dover, Delaware*	Comprehensive II	-Public 4-Year -Land-Grant	3,381	-Degree/credit -Noncredit -Evenings/Weekends	Small city 6.7% unemployment rate 10.2% families below poverty level
University of the District of Columbia *Washington, D.C.*	Comprehensive I	-Public 4-Year -Nation's only metropolitan land-grant institution	10,599	-Noncredit -Daytime/Evenings	Large urban metropolitan area 7.4% unemployment rate 14.4% families below poverty level
Florida A & M University *Tallahassee, Florida*	Comprehensive I	-Public 4-Year -Land-Grant	10,084	-Credit/noncredit -Evening/Weekends	Small city 4.0% unemployment rate 18.9% families below poverty level
Spelman College *Atlanta, Georgia*	Baccalaureate I	-Private 4-Year -Women's College	1,977	-Credit -Noncredit -Evenings	Large city 5.2% unemployment rate 9.9% families below poverty level
Texas Southern University *Houston, Texas*	Comprehensive I	-Public 4-Year -Land-Grant	10,078	-Credit -Noncredit -Evening and weekend	Large city 6.3% unemployment rate 15.1% families below poverty level
Tennessee State University *Nashville, Tennessee*	Comprehensive I	-Public 4-Year	8,180	-Credit -Noncredit -Evening	Large city 4.3% unemployment rate 11.5% families below poverty level
Hampton University *Hampton, Virginia*	Comprehensive I	-Private 4-Year -Virginia's only coeducational, non-denominational, 4-year private college	5,769	-Degree/credit -Evening -Part-time/full-time	Small city 5.5% unemployment rate 11.4% families below poverty level
South Carolina State University *Orangeburg, South Carolina*	Comprehensive I	-Public 4-Year -Land Grant	4,693	-Credit courses in Education -Noncredit -Evening	Rural area 7.8% unemployment rate 21.1% families below poverty level

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Research Universities II: These institutions offer a full range of baccalaureate programs, are committed to graduate education through the doctorate, and give high priority to research. They award 50 or more doctoral degrees each year. In addition, they receive annually between $15.5 million and $40 million in federal support.

Doctoral Universities I: These institutions offer a full range of baccalaureate programs and are committed to graduate education through the doctorate. They award at least 40 doctoral degrees annually in five or more disciplines.

Doctoral Universities II: These institutions offer a full range of baccalaureate programs and are committed to graduate education through the doctorate. They award annually at least ten doctoral degrees -- in three or more disciplines -- or 20 or more doctoral degrees in one or more disciplines.

Master's (Comprehensive) Colleges and Universities I: These institutions offer a full range of baccalaureate programs and are committed to graduate education through the master's degree. They award 40 or more master's degrees annually in three or more disciplines.

Master's (Comprehensive) Colleges and Universities II: These institutions offer a full range of baccalaureate programs and are committed to graduate education through the master's degree. They award 20 or more master's degrees annually in one or more disciplines.

Baccalaureate (Liberal Arts) Colleges I: These institutions are primarily undergraduate colleges with major emphasis on baccalaureate degrees in liberal arts fields and are restrictive in admissions.

Baccalaureate Colleges II: These institutions are primarily undergraduate colleges with major emphasis on baccalaureate degree programs. They award less than 40 percent of their baccalaureate degrees in liberal arts fields or are less restrictive in admissions.

Associate of Arts Colleges: These institutions offer associate of arts certificates or degree programs, and, with few exceptions, offer no baccalaureate degrees.

Specialized Institutions: These institutions offer degrees ranging from the bachelor's to the doctorate. At least 50 percent of the degrees awarded by these institutions are in a single discipline.

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